FACT SHEET

ELAINE M. HOWLE
State Auditor

Date: **November 30, 2006** **Report:** **2005-133**

Department of Education
Its Mathematics and Reading Professional Development Program Has Trained Fewer Teachers Than Originally Expected

BACKGROUND

In 2001 the Legislature approved the Mathematics and Reading Professional Development Program (program), which provides incentive grants to school districts and other local education agencies that choose to send their teachers through standards-based instructional training. At the time of its enactment, the Legislature envisioned that most of the State's reading and mathematics teachers, approximately 176,000 teachers overall, would receive the training over a four-year period. However, due to budget cuts, the Legislature lowered its expectations regarding the number of teachers who could be trained in a given year. Generally, school districts can receive $1,250 per teacher following completion of the first 40 hours of training and another $1,250 after completion of the subsequent 80 hours of training. The Legislature recently extended the program through fiscal year 2011–12, expanding its scope to provide professional development training for teachers of pupils who have been designated as English language learners.

KEY FINDINGS

Our review of the program revealed the following:

- More than five years after the program's enactment, most school districts and the State cannot identify which teachers have received standards-based training for their current mathematics or reading assignments, nor can they identify which teachers still need training.

- The Department of Education's (Education) July 2005 report to the Legislature regarding the program is of limited value because the report lacks relevant and accurate data regarding the number of trained teachers who are currently using the training in the classroom, and the report provides no correlation between teacher training and student achievement.

- Only a small percentage of teachers have completed the full 120 hours of training for their current assignments.

- School districts cited several barriers to increased participation in the program, including teacher apathy toward attending program training, concerns about funding, and a lack of training providers in proximity.

- Education has done little to actively promote the program and has disbursed about $113 million for those who have completed part or all of the training through fiscal year 2005–06 without ensuring the level of program oversight required by statute.

- The State Board of Education relied on the Sacramento County Office of Education to develop criteria for evaluating training providers, create program promotional materials, and facilitate the evaluation of curricula submitted by training providers. Although these contracts and others were exempt from the State's competitive bid process, their performance period predated the Department of General Services' approval.

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California State Auditor

BUREAU OF STATE AUDITS

Department of Education:

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November 30, 2006 2005-133

The Governor of California
President pro Tempore of the Senate
Speaker of the Assembly
State Capitol
Sacramento, California 95814

Dear Governor and Legislative Leaders:

As requested by the Joint Legislative Audit Committee, the Bureau of State Audits presents its audit report concerning the Mathematics and Reading Professional Development Program (program) administered by the Department of Education (Education) with the approval of the State Board of Education (board). This program provides incentive grants to local education agencies, primarily school districts, which choose to send their teachers through standards-based instructional training.

This report concludes that only a small percentage of teachers have completed the full 120 hours of mathematics and reading standards-based training for their current assignments. School districts we surveyed cited several barriers to increased participation in the program, including teacher apathy toward attending training, concerns about funding, and a lack of training providers in close proximity. Nevertheless, we found that school districts in counties with relatively large or small numbers of eligible teachers appear equally capable of accessing program services.

Although not specifically required to do so under the program's statutes, Education has done little to actively promote the program. We also found that Education has disbursed about $113 million in program funds through fiscal year 2005–06 without ensuring that the compliance audits specified in legislation take place. Finally, we found that Education's July 2005 report to the Legislature was of limited value because it lacked relevant and accurate data regarding the number of fully trained teachers that are currently using the training in the classroom, and it provides no correlation between teacher training and student achievement.

Respectfully submitted,

Elaine M. Howle

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State Auditor

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SUMMARY

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Our review of the Mathematics and Reading Professional Development Program (program) revealed that:

- ☑ *Only a small percentage of mathematics and reading teachers have completed the full 120 hours of training for their current assignments.*
- ☑ *School districts we surveyed cited several barriers to increased participation in the program, including teacher apathy toward attending training, concerns about funding, and a lack of training providers in close proximity. Nevertheless, school districts in counties with relatively large or small numbers of eligible teachers in various geographic regions throughout the State appear equally capable of accessing program services.*
- ☑ *The Department of Education (Education) has done little to actively promote the program and currently relies on school districts to navigate its Web site to learn about and apply for the program.*

continued on next page . . .

RESULTS IN BRIEF

Enacted by the Legislature during fiscal year 2001–02, the Mathematics and Reading Professional Development Program (program) is a voluntary program that aims to provide standards-based instructional training to 176,000 teachers statewide. Although the Legislature originally envisioned achieving this goal over a four-year period with annual appropriations of $80 million, several statutory changes reduced program funding, extended the program, and established caps on the number of teachers that can be trained annually. Chapter 524, Statutes of 2006, recently extended the program through fiscal year 2011–12.

More than five years after the program's enactment, our audit found that a small percentage of teachers have completed the full 120 hours of mathematics and reading standards-based training for their current assignments. Our survey of 100 school districts that participated in the program through fiscal year 2004–05, representing about 46 percent of all eligible teachers statewide, suggests data exists at school districts to substantiate that only 7,230 teachers have completed the program's training. Of this amount, roughly 25 percent likely had their training funded by sources other than the program, such as other federal and state grants. Perhaps more surprisingly, school districts representing 58 percent of the teachers in our survey reported that they could not readily tell us how many of their teachers had completed the training from program funding or other funding. This indicates that most districts and the State cannot currently identify the teachers who have received standards-based training for their current mathematics or reading assignment, regardless of funding source, nor can they identify those who still need the training.

School officials responding to our surveys of participating and nonparticipating school districts cited similar barriers to increased teacher participation in the program. These perceived barriers included teacher apathy toward attending program training, concerns about funding, and a lack of training providers in close proximity. School districts reported reluctance on the part of their teachers to attend program training, given its 120-hour duration and its focus on state-adopted textbooks rather than on the state standards themselves. In addition,

- ☑ *Education has not ensured that program compliance audits are conducted in accordance with program statutes.*
- ☑ *Education's July 2005 report to the Legislature was of limited value because it lacked relevant and accurate data for gauging program outcomes.*
- ☑ *Education's ability to adequately track teacher participation in mathematics and reading training is complicated by the multiple funding sources involved and by reduced program-specific funding.*
- ☑ *The State Board of Education relied on the Sacramento County Office of Education to advertise and implement the program.*

school districts explained that program funding sometimes arrives at the school district four to six months after local funds have already covered the cost of training and that the payments they receive do not cover all training costs. Survey respondents also explained that training providers might not be located close enough for travel to be practical, making access to training more difficult. However, our review of program participation, summarized in Appendix C of this report, suggests that counties with relatively large and small numbers of eligible teachers appear equally capable of accessing program services.

The role of the Department of Education (Education) in administering the program essentially has been limited to forwarding school districts' annual applications to the State Board of Education (board) for approval and to processing program payments. Although not specifically required to do so in statute, Education has done little to actively promote the program. Instead, Education has relied on school districts to navigate its Web site describing various grant programs in order to learn about and apply for the program. It appears that a more concerted outreach effort is warranted, given that a small percentage of teachers have completed the training and that several of the school districts we surveyed were unaware of the program's existence or confused about the eligibility or funding aspects of the program. We also noted that Education did not take the necessary steps to ensure that the program's compliance requirements were incorporated into the audit guide proposed by the State Controller's Office and adopted by the Education Audit Appeals Panel. As a result, licensed local auditors who perform compliance audits of school districts are not aware of the requirements, and Education has disbursed about $113 million in program funds through fiscal year 2005–06 without the benefit of a local-level audit.

In addition to its limited outreach and monitoring efforts, Education's report to the Legislature in July 2005 regarding the program's effectiveness was of limited value. Although the report met the program's statutory reporting requirements, the reporting requirements themselves are insufficient to assess the program's success. In particular, Education's report lacks relevant and accurate data regarding the number of trained teachers that are currently using the training in the classroom, and it provides no correlation between teacher training and student achievement. Education's method of calculating the number of teachers receiving at least 40 hours of training is overstated because it includes duplicate counts of teachers, such as a teacher completing both the 40- and

80-hour training components. Education's report also does not include data on the overall number of eligible teachers, the number of teachers that have completed the full 120 hours of training using program funds, or the number of teachers who may have attended training but whose participation was funded through other state and federal funding sources. Information about these trainings funded by other sources may be of interest to the Legislature when making future funding decisions regarding the program. Moreover, although Education is developing a data system that will enable it to monitor teacher preparation programs, our review of the feasibility study for this project indicated no present plan to include data about the program in the system.

Education's ability to adequately track teacher participation in mathematics and reading standards-based training is complicated by the multiple funding sources involved and by reduced program-specific funding. Although Education has a process to track program payments to school districts, and can thus match program funding with the numbers of teachers participating, such a process does not exist for school districts that use other federal and state funding for the same training. Our survey results suggested that a significant number of districts use other federal and state funding to cover the costs of mathematics and reading standards-based training. Since Education does not ask school districts to report the number of teachers trained using other funding sources, it does not have a complete picture of the number of teachers that have actually completed the mathematics and reading standards-based training. Funding reductions early in the program's life may have driven school districts to seek other funding sources outside the program. We noted that the $143 million originally appropriated for the program in its first two years was subsequently reduced by about $98 million to fund other state priorities.

Program statutes require the board to approve the curricula of training providers, ensuring such curricula are aligned with the mathematics and reading content standards adopted by the board. The board relied heavily on the Sacramento County Office of Education (SCOE) when the program was first implemented. Specifically, SCOE developed criteria for evaluating training providers, created program promotional materials for school districts, and facilitated the evaluation of curricula submitted by training providers. Our audit noted that SCOE's contracts, which amounted to about $400,000, were exempt from the State's competitive bid process. Further, we noted that, although members of the board felt pressure to

implement the program quickly, the former state superintendent of public instruction expressed concern with the haste of the development of the initial SCOE contract. Ultimately, to avoid a potential conflict of interest, the board cancelled an extension of the contract after SCOE hired a former board member. The board now contracts with the Orange County Department of Education (OCDE) to manage the provider approval process. Our review of the board's contracts with SCOE and OCDE revealed that the performance period for each agreement predated the Department of General Services' approval. As a result, the board exposed the State to potential liability for work performed prior to formal approval.

RECOMMENDATIONS

Given that only a small percentage of teachers have completed the full 120 hours of program training, and that teacher participation is voluntary, the Legislature should consider redefining its expectations for the program, clearly stating the number of teachers to be fully trained as well as any gains in student achievement expected. Based on how it defines the program's goals, the Legislature should consider making statutory changes to ensure that Education provides meaningful data with which to evaluate program success. Examples of meaningful program data include the following:

- Unduplicated counts of teachers who have completed the training with the aid of program and non-program funding, with a comparison of these figures to the total number of teachers who are eligible to participate in the program. Education could capture this information by modifying its claim form, adding a data collection tool similar to the one shown in Appendix D.

- Measures of the resulting gains in student achievement for teachers who have completed the program's training, such as higher student scores on standardized tests.

To remove a barrier to increased teacher participation in the program, Education should explore opportunities to expedite its payment process to school districts. One such opportunity would be to seek legislation authorizing Education to approve the annual certifications submitted by school districts instead of waiting for board approval, thus removing any payment delay caused by the need to wait for the next board meeting.

To ensure that all school districts are aware of the program and that as many teachers participate in the program as possible, Education should conduct annual outreach activities to all school districts. A component of such an outreach program should include directly informing each school district of the amount of funding for which it is eligible each year.

To ensure that required compliance audits are occurring, Education should take steps to ensure that the program's compliance requirements are included in audit guides related to the annual audits of school districts.

To ensure that it does not expose the State to potential liability for work performed before the contract is approved, the board should ensure that it obtains the Department of General Services' approval of its contracts and amendments before the start of the contract period and before contractors begin work.

AGENCY COMMENTS

Education and the board indicated that they have taken action or plan to take action to implement our recommendations. ■

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INTRODUCTION

BACKGROUND

Approved in 2001 (Chapter 737, Statutes of 2001), the Mathematics and Reading Professional Development Program (program) provides incentive grants to local education agencies—school districts, county offices of education, state special schools, and charter schools—that choose to send their teachers through standards-based instructional training. Because the majority of local education agencies are school districts, we use that term throughout our report to refer to entities that are eligible to receive program funds.

The impetus for the Legislature's adoption of the program in 2001 was a desire to extend California's previous efforts at instituting rigorous academic content standards for students and to institute an accountability system to measure progress. These efforts began with the passage of Chapter 975, Statutes of 1995, which required the State Board of Education (board) to adopt statewide academically rigorous content and performance standards by January 1998. Originally codified in Section 60605 of the Education Code, this legislation also required the Department of Education (Education) to submit and recommend to the board for approval available tests of achievement that would yield valid, reliable estimates of school and pupil performance.

The program provides incentive funding to school districts that choose to send their teachers through training on the instructional materials that the board has approved and the districts have chosen for use in their classrooms. Under the program's provisions, the board approves the curricula of training providers, ensuring that they are aligned with the content standards. Education's role is to provide technical assistance to school districts regarding the program, forward annual applications to the board for approval, and disburse funds after board approval. As a condition of receiving program payments, participating school districts certify that they will use board-approved textbooks, which are aligned to the statewide academic content standards. The training is geared to these textbooks.

At the time of its enactment, the Legislature envisioned that most of the State's reading and mathematics teachers, about 176,000 overall, would receive the training over a four-year

period. Under the provisions of the program, school districts first spend their own funds on training and then seek payment from Education afterwards. Generally, school districts can receive $1,250 per teacher following completion of the first 40 hours of training and another $1,250 after completion of the subsequent 80 hours of training. Of the total $2,500 that a school district can receive for a teacher completing 120 hours of program training, no more than $1,000 can be used to pay the teacher for attending the training.

When originally proposed in the governor's budget for fiscal year 2001–02, the program was more ambitious than the one that was ultimately adopted. Specifically, the governor's budget proposed a three-year, $830 million initiative to train all of the State's 252,000 kindergarten through 12th grade teachers and 22,000 instructional aides. In raising concerns about the proposal, the Legislative Analyst's Office concluded that the program's goals could be achieved at a far lower cost through existing professional development programs. However, the legislative process resulted in the passage of Chapter 737, Statutes of 2001, which established the lower goal of training 176,000 teachers over a four-year period.

The Legislature reduced program funding in the beginning years of the program as part of its actions to balance the budget. Of the $143 million initially appropriated in the budget acts for fiscal years 2001–02 and 2002–03, about $98 million was eventually cut from the program. Most of these budget cuts related to the program's first year of funding, resulting in a reduction of $80 million in spending authority in that year. As a result, the grants that were awarded to school districts during the first year of funding were rescinded.

In addition to making these funding cuts, the Legislature extended the program and lowered its expectations regarding the number of teachers to be trained in any particular year. Chapter 1167, Statutes of 2002, extended the life of the program and imposed a funding cap on program payments to school districts based on a percentage of eligible teachers that could be funded in a given year. Specifically, it expressed the intention to fund a maximum of 12.4 percent of all eligible teachers over a five-year period as follows:

- 3 percent in fiscal year 2002–03
- 3 percent in fiscal year 2003–04
- 2.4 percent in fiscal year 2004–05

- 2.7 percent in fiscal year 2005–06
- 1.3 percent in fiscal year 2006–07

Through Chapter 1754, Statutes of 2003, the Legislature modified the funding cap by requiring Education to calculate the cap based on the funds appropriated in the annual budget act, as opposed to using preestablished percentages of eligible teachers. For example, based on an appropriation of $31.7 million, the funding cap for fiscal year 2005–06 was approximately 3.1 percent.

Finally, Chapter 524, Statutes of 2006, recently extended the program through fiscal year 2011–12. In addition, it added Section 99237.5 to the Education Code to provide professional development training for teachers of pupils who have been designated as English language learners. Aligned with this emphasis on English language learners, the fiscal year 2006–07 Budget Act provides $57 million for the program, about $25 million more than the prior year's appropriation. The additional funding is specifically targeted to address the needs of teachers of English language learners.

THE BOARD APPROVES THE TRAINING CURRICULA OF PROVIDERS AND AUTHORIZES SCHOOL DISTRICT PARTICIPATION IN THE PROGRAM

The board's role in the program is primarily centered on approving curricula submitted by training providers and ensuring that all participating school districts have submitted certified assurances that they will adhere to the program's guidelines in accordance with Section 99234(f) of the Education Code. The board has relied on the Sacramento County Office of Education (SCOE), and most recently the Orange County Department of Education (OCDE), for the evaluation of new training curricula. Under this process, a prospective training provider submits its proposed training curriculum to OCDE requesting authorization to provide program training for a particular text and grade level. A review panel then evaluates the training curriculum and determines the extent to which it meets board-approved training criteria. The results of the review panel are forwarded to the board, which formally approves training provider curricula at its board meetings. Following board approval, participating school districts can access provider information on Education's Web site. In addition to approving providers, the board is required annually to approve school

district assurances certifying that they will comply with program requirements. Statute prohibits program payment until the board approves these annual certifications.

EDUCATION PRIMARILY PROCESSES PAYMENTS AND COLLECTS PROGRAM DATA

Education's contribution to the program has largely been limited to forwarding school districts' annual applications to the board for approval and to processing program payments. The payment amount for each teacher trained, up to the annual funding cap, is $2,500 for completing 120 hours of training, regardless of the school district's actual expenses. Education indicated that issuing payments to the school districts can take between four and six months if the district submitted properly drafted forms. This delay is based, in part, on current statute, which requires the board to approve a school district's assurances, contained within its application, before processing its first program payment for the year. Once Education has received both an application and the first payment claim form from a school district, it reviews the application and claim form to make sure that they comply with the program's criteria, such as ensuring that the district is using a board-approved provider and instructional materials. It then presents the school district on a list at the board's next scheduled meeting; these meetings occur about once every two months. At that time, the board approves the school district's certification, thus clearing the way for Education to process program payments to the school district.

The payment requests include various data, such as the types of credentials each teacher holds and the nature of the training (reading or mathematics) the teacher completed. Education used this information, along with other information, such as survey data obtained from school districts, to create its July 2005 report to the Legislature. Furthermore, in accordance with Chapter 524, Statutes of 2006, Education is required to provide an additional report to the Legislature about the program's effectiveness in 2008 and a final report in 2012.

SCOPE AND METHODOLOGY

The Joint Legislative Audit Committee (audit committee) asked the Bureau of State Audits (bureau) to review the board's and Education's policies and management practices to

determine whether they are consistent with legislative intent and adequate to achieve the goals of the program. Specifically, the audit committee asked the bureau to assess the method used to track teachers' access to and participation in the program and the extent of any outreach to attract teachers to the program, particularly in those districts where participation is low. To determine whether there is a geographic disparity in the availability of professional development providers that might limit teacher access to the program, the audit committee also asked us to identify the number of providers that offer mathematics and reading staff development services in various jurisdictions throughout the State and to compare these numbers to the number of teachers who are eligible for and have participated in the program.

Further, the audit committee asked the bureau to evaluate the board's process for approving training providers to determine whether it allows for a pool of providers sufficient to train teachers throughout the State and whether any local education agencies had a disproportionate share of contracts to offer provider services. The audit committee also requested that we identify the extent to which the California Professional Development Institutes (institutes) are providing professional development training for teachers. In addition, the audit committee asked us to determine whether internal controls exist to track program awards or expenditures by school district or training provider, to identify the proportion of funds used for mathematics and for reading training, and to determine any actions Education has taken to address any existing inequities. Finally, we were asked to determine if there are any organizational, statutory, or regulatory impediments to implementing and meeting the legislative intent of the program.

To assess the method used to identify and track teachers' access to and participation in the program and the extent of outreach activities, we interviewed board and Education staff, reviewed promotional materials, and included questions related to outreach in our survey of 100 school districts that had not received any payments as of June 30, 2005 (nonparticipating school districts). We also analyzed California State Accounting and Reporting System (CALSTARS) data to identify all payments made under the program through June 2006. To test completeness of the CALSTARS data file, we selected three appropriations for the program between fiscal years 2001–02 and 2005–06. We compared the total

cash-basis expenditures recorded in the CALSTARS data file for these appropriations to cash expenditures recorded in the State Controller's records. In all three cases, the CALSTARS cash-basis expenditures materially agreed with the State Controller's report. As a result, we concluded that the CALSTARS data file was materially complete for our audit purposes. We also selected 10 claim schedules and remittance advices from Education's paper files and traced payment information to the CALSTARS data. No exceptions were noted in our testing. To ensure the accuracy of the data, we selected 10 transactions from the CALSTARS data file and reconciled them with claim schedules and remittance advices. Our testing gave us assurance that the CALSTARS data file was materially accurate for our audit purposes. Appendix A presents CALSTARS cash disbursement data for the program through fiscal year 2005–06.

In addition to the survey of nonparticipating school districts mentioned above, we conducted a survey of 100 school districts that had received program payments as of June 30, 2005 (participating school districts). Before selecting our sample of 100 districts for the participant survey, we obtained California Basic Educational Data System enrollment data for fiscal year 2004–05 and cross-referenced this data with the CALSTARS data to identify the districts that had received reimbursement from Education for sending teachers to training as of June 30, 2005. We sorted this list of participating districts by enrollment, divided the list into five quintiles, and selected districts from each quintile to ensure that our sample included both large and small districts.

As Table 1 illustrates, we included in our sample all of the districts in each of the top three quintiles. In addition, we selected 37 of the 50 districts in the fourth quintile and 20 of the 253 districts in the fifth quintile. In total, we surveyed roughly 29 percent of all districts that received reimbursement for training. The 100 districts in our sample accounted for about 77 percent of enrollment in the districts that received reimbursement under the program.

TABLE 1

Selection of Districts by Enrollment Quintile for Participant Survey

Quintile	Number of Districts in Sample	Number of Districts in Quintile	Percentage of Districts Sampled	Enrollment in Sampled Districts	Total Enrollment in Quintile	Percentage of Enrollment Sampled
1	1	1	100%	741,367	741,367	100%
2	14	14	100	757,099	757,099	100
3	28	28	100	739,081	739,081	100
4	37	50	74	563,029	733,426	77
5	20	253	8	71,507	749,862	10
Totals	**100**	**346***	**29%**	**2,872,083**	**3,720,835**	**77%**

Sources: Department of Education's CALSTARS accounting records. California Basic Educational Data System school district enrollment data for fiscal year 2004–05 (unaudited).

* This total differs slightly from the 342 districts we later note that received program payments through fiscal year 2004–05 after we removed expenditure accruals from the data to show cash-basis payments.

We mailed the survey to our sample of 100 participating districts in early July 2006. Although we asked respondents to return their surveys no later than July 20, we granted several extensions and generally accepted survey responses through the end of August. We received a total of 89 survey responses.

During the survey response period, we revised Question 2 of the survey in an effort to obtain a more consistent and accurate count of those classroom teachers who had completed the entire 120 hours of training for their current teaching assignments. We offered survey recipients an extension to complete the survey, including the revised Question 2, which is shown in Appendix D.

To assess whether those who responded to our participant survey using the data collection tool shown in Appendix D could provide support for their responses, we visited three school districts that reported a relatively high percentage of teachers that had completed the full 120 hours of training. We noted that all three school districts over-reported their counts of fully trained teachers by reporting some as fully trained even though they had only finished the initial 40 hours of training, by counting individual teachers twice because they had completed both the 40- and 80-hour training sessions, or by mistakenly doubling

their intended response on the survey form. Because the net effect of these errors would not materially affect the overall percentages, we did not adjust the numbers for these three districts in Figure 2 on page 21.

We also reviewed the extent to which the three school districts could provide adequate support for the program payments they had received. Although the evidence they provided gave us reasonable assurance that these districts could justify their receipt of program funds, we noted that the documentation did not include participant signatures at least three times for each full day of training or two times for each partial day of training as required by program regulations. As noted in the body of our report, Education has not ensured that program compliance audits are conducted in accordance with Section 99237 of the Education Code. Our observations at the three districts highlight the importance of conducting periodic audits to ensure that school districts maintain an appropriate level of evidence to fully support their claims.

To help us determine why many school districts are *not* sending their teachers to training, we conducted a second survey of 100 school districts that had not participated in the program. Employing the same methodology just described, we identified 707 districts that had received no direct reimbursements from Education for sending teachers to training as of June 30, 2005. We sorted this list of nonparticipating districts by enrollment, divided the list into five quintiles, and selected districts from each quintile to ensure that our sample included both large and small districts.

As Table 2 illustrates, we included in our sample all districts in each of the top two quintiles. In addition, we selected 27 of the 42 districts in the third quintile, 20 of the 83 districts in the fourth quintile, and 19 of the 548 districts in the fifth quintile. In total, we surveyed 14 percent of all districts that had received no reimbursements for training. The 100 districts in our sample accounted for about 60 percent of enrollment in districts that received no reimbursement for training.

TABLE 2

Selection of Districts by Enrollment Quintile for Nonparticipant Survey

Quintile	Number of Districts in Sample	Number of Districts in Quintile	Percentage of Districts Sampled	Enrollment in Sampled Districts	Total Enrollment in Quintile	Percentage of Enrollment Sampled
1	11	11	100%	531,918	531,918	100%
2	23	23	100	520,876	520,876	100
3	27	42	64	357,122	522,480	68
4	20	83	24	125,443	521,097	24
5	19	548	3	20,965	504,892	4
Totals	**100**	**707**	**14%**	**1,556,324**	**2,601,263**	**60%**

Sources: Department of Education's CALSTARS accounting records. California Basic Educational Data System school district enrollment data for fiscal year 2004–05 (unaudited).

We mailed the survey to our sample of 100 nonparticipating districts in early July 2006 and received a total of 80 responses, most by the end of August. Because many districts began participating in the program during fiscal year 2005–06, we contacted all districts that indicated they had recently begun participating in the program to solicit feedback to include in our survey results. We present a list of the nonrespondents to both surveys in Appendix B.

To identify the number of providers that offer mathematics training and the number that offer reading training in the various jurisdictions throughout the State, we reviewed the list of board-approved mathematics and reading training providers on Education's Web site. To validate the accuracy of this listing, we traced the providers to board meeting minutes and curriculum approval letters to determine whether all providers listed had been approved by the board for the particular texts for which they offered training. Although the board could not provide us with meeting minutes to support the approval of every text for which certain providers offered training, we found no evidence to suggest that any provider listed on Education's Web site lacked board approval. Thus, we concluded that the provider list maintained on Education's Web site is reasonably accurate and would allow a school district to make an informed decision in choosing a provider. Education's listing of board-approved providers can be accessed on the Internet at www.cde.ca.gov/pd/ca/ma/mardsbetrngprvdr.asp.

To determine whether a geographic disparity exists in the availability of professional development providers that limits teachers' access to the training provided by the program, we identified the amount of program funding received by each county in the State and calculated the amount received per eligible teacher for each county. We then compared these per-teacher amounts on a county-by-county basis to determine whether any geographic disparities existed. The results of our analysis are summarized in Appendix C. In addition, we included questions in our participant and nonparticipant surveys to help us determine whether a district's geographic proximity to providers affected teachers' participation in the program.

To evaluate the board's process for approving training providers and to determine whether a disproportionate share of contracts for provider services are going to a few local education agencies, we interviewed staff at the board and at SCOE, which the board initially contracted with to evaluate provider training plans. We compared the dates on which providers submitted training plans to subsequent board meeting minutes and found no evidence to suggest that lengthy periods of time between submittal dates and board approval were contributing to a lack of training providers. Specifically, we reviewed 20 submittals of provider curriculum training plans and found that all were eventually approved. In addition, we found that the average time between the initial review of the training plan and board approval was about 37 days. Therefore, we concluded that the board's approval process posed no impediment to having a sufficient pool of providers.

In determining the extent to which the institutes are providing professional development training for teachers, we found that these institutes are, for the most part, no longer operational. In fact, the provider list on Education's Web site includes only one institute. Given the limited role of the institutes in providing training under the program, we did not perform any further analysis. Moreover, Chapter 524, Statutes of 2006, removed the authority of Education to allocate funding for training at the institutes.

To determine if internal controls exist to track program awards or expenditures by school district or provider as well as by the amount used for training teachers in mathematics and reading, we interviewed Education staff and reviewed application and payment documents. In addition, as described earlier, Appendix A provides a list we compiled of Education's cash disbursements to school districts from fiscal years 2002–03 through 2005–06. We also interviewed staff at Education and

the State Controller's Office (controller) to determine whether compliance requirements related to the program were included in the audit guide proposed by the controller and adopted by the Education Audit Appeals Panel. To determine if there are any organizational, statutory, or regulatory impediments to implementing and meeting the legislative intent of the program, we interviewed board and Education staff and asked school districts for their feedback through our survey.

Finally, we reviewed Education's July 2005 report to the Legislature on the effectiveness of the program, which includes data on teacher participation in the program. However, we did not conduct an in-depth review of the report because we determined that it lacked relevant and accurate data for gauging program outcomes. ■

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AUDIT RESULTS

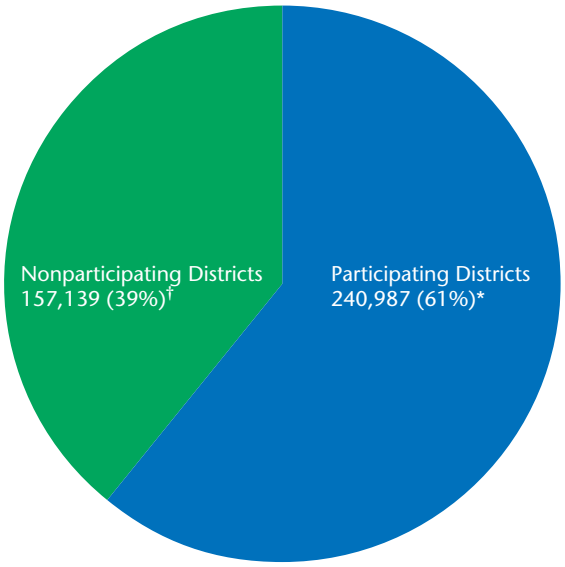
ONLY A SMALL PERCENTAGE OF TEACHERS HAVE COMPLETED THE MATHEMATICS AND READING PROFESSIONAL DEVELOPMENT PROGRAM FOR THEIR CURRENT ASSIGNMENTS

When the Legislature adopted the Mathematics and Reading Professional Development Program (program) in 2001, it envisioned that 176,000 teachers would receive training on the State's academic content standards over a four-year period. This target represented the majority of the 252,000 teachers statewide who were eligible for program-funded training at that time. However, as shown in Figure 1 on the following page, our review of program payments between fiscal years 2002–03 and 2004–05 indicated that only 342 local education agencies, representing 61 percent of all eligible teachers, applied for and received program funding during that period. Further, as Figure 2 on page 21 demonstrates, data maintained by the school districts we surveyed indicates that only a small percentage of their eligible teachers have completed the full 120 hours of mathematics and reading standards-based training for their current assignments.

Our survey of 100 school districts that participated in the program through fiscal year 2004–05 covered 46 percent of the more than 398,000 eligible teachers statewide. Further, our sample covered about 76 percent of the 240,987 eligible teachers in districts that participated in the program through fiscal year 2004–05 as shown in Figure 1. As a result of the large size of our survey sample, we believe it is reasonable to expect that the survey results would be representative of the eligible teachers in participating school districts. Based on Figure 2, one can infer that data exists at school districts to substantiate that only 7,230 of the 240,987 eligible teachers have been fully trained. We arrived at this figure by applying the percentages of fully trained teachers in the districts that reported this information to the entire population of eligible teachers in the districts that participated in the program through fiscal year 2004–05. Based on our survey results, we also estimate that about 25 percent of the fully trained teachers would likely have been trained with the aid of funding sources other than the program's incentive grant payments. The prevalence of other funding sources complicates the task of the Department of Education (Education) to track teacher participation, an issue that we discuss in more detail later in this report.

FIGURE 1

Eligible Teachers in Participating and Nonparticipating School Districts Through Fiscal Year 2004–05



Sources: Department of Education's CALSTARS accounting records. Department of Education's listing of eligible teachers as of January 2006 (unaudited).

* A total of 342 local education agencies with 240,987 eligible teachers received program funding through fiscal year 2004–05. Of these, 321 were school districts having 238,415 teachers. The remaining 21 agencies were primarily county offices of education.

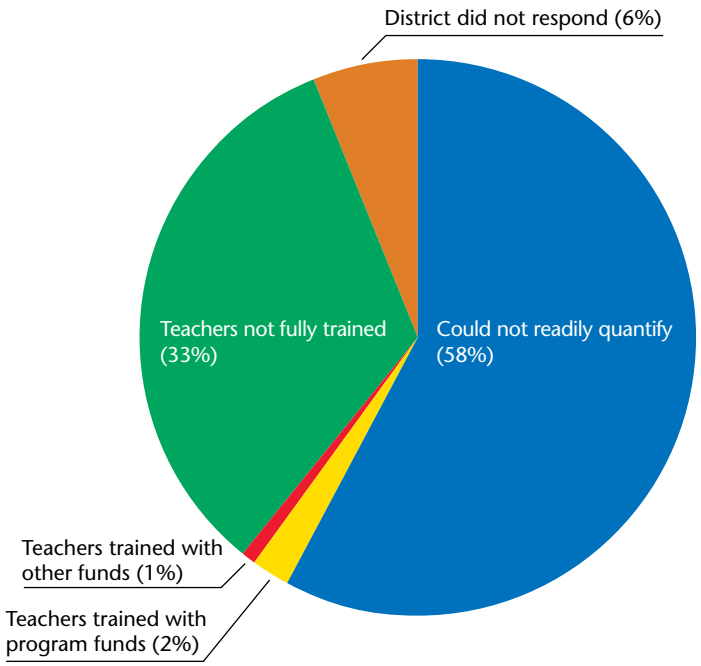
† Local education agencies that did not receive program funds through fiscal year 2004–05 had 157,139 eligible teachers. After we selected our sample of school districts to survey, complete payment data related to fiscal year 2005–06 became available. We found that 118 local education agencies having 39,020 eligible teachers participated in the program for the first time in fiscal year 2005–06. Payments to additional agencies are included in the table in Appendix A.

In addition to the low percentages of teachers trained, the survey results suggest that a significant number of school districts were unable to report information on the number of teachers completing the program's training. Out of the 100 school districts in our participant survey, 41, having 105,764 teachers, could not readily tell us how many had completed the entire 120 hours of training. In particular, 23 of these 41 districts indicated that they did not have enough information to complete the portion of our survey asking for specifics about the number of teachers that had completed the training. Four of the 23 districts suggested that they had support for the data, but that time constraints prevented them from accumulating the data for us. In addition, 17 of the 41 districts that could not readily quantify how many of their teachers had completed the training initially provided

us some data about their trained teachers but did not respond to our request for the data described in Appendix D. After initially providing us with data on the number of its trained teachers, the remaining district indicated that it did not presently have a data collection system that would allow it to respond to our query.

FIGURE 2

Reported Training Status of Teachers From Surveyed Participating Districts



Sources: Bureau of State Audits' survey of 100 school districts that participated in the program through fiscal year 2004–05. Department of Education's listing of eligible teachers as of January 2006 (unaudited).

Note: The data provided above is based on our survey of 100 school districts, having about 183,000 eligible teachers as of January 2006. This amount represents about 76 percent of the 240,987 teachers shown in Figure 1.

We acknowledge that some of the teachers in these 41 districts may have completed part or all of the mathematics and reading standards-based training. We also acknowledge that school districts have not likely been asked to provide complete information about the number of their teachers that have completed the training for their current teaching assignments and the number of their eligible teachers that have not yet

completed the training. However, school districts, Education, and the Legislature need to know these details to assess the impact of the program and to make future funding decisions.

We conducted a second survey targeting those school districts that had not received program payments through fiscal year 2004–05 according to Education's California State Accounting and Reporting System (CALSTARS) data. These districts had 157,139 eligible teachers as of January 2006, as shown in Figure 1. Our second survey covered 90,021 of these teachers, or roughly 57 percent of the total. Based on the survey responses and our follow-up inquiries, we learned that 35 of the 100 districts provided some of their teachers mathematics or reading standards-based training for the first time in fiscal year 2005–06. Although 17 of the 35 districts received program payments, which are included in the table in Appendix A, the remaining 18 used other funding sources to pay for the training or trained their teachers through a county office of education. Another nine of the 100 school districts told us that they provided training to teachers prior to fiscal year 2005–06 using other funding sources or through a county office of education. When school districts participate in the training through a consortium organized by their county office of education, payments go to the county office rather than to the district. Appendix A identifies the county offices of education that have received program funds. Additionally, from our review of program payments in fiscal year 2005–06, we noted that 118 local education agencies, primarily school districts that had not participated in the program through fiscal year 2004–05, began receiving program payments during fiscal year 2005–06. This suggests that program participation is increasing.

We noted that 118 local education agencies that had not participated in fiscal year 2004–05 began receiving program payments during fiscal year 2005–06, suggesting that program participation is increasing.

SCHOOL DISTRICTS RESPONDING TO OUR SURVEYS CITED A VARIETY OF REASONS FOR LOW PARTICIPATION RATES

School district responses to both surveys indicated that participant districts and nonparticipant districts alike perceived similar barriers to increased teacher participation in the program. The barriers most frequently cited were teacher apathy toward the training, concerns about funding, and a lack of training providers nearby. The similarities in these results suggest an opportunity for Education and the State Board of Education (board) to take steps to improve the program.

Why Surveyed School Districts Have Not Sent More Teachers Through the Program

Lack of teacher interest:

33 of 89	respondents (participant survey)
18 of 80	respondents (nonparticipant survey)
51 of 169	respondents

Funding concerns (primarily timeliness or amount of funding):

19 of 89	respondents (participant survey)
23 of 80	respondents (nonparticipant survey)
42 of 169	respondents

Lack of training providers in close proximity:

20 of 89	respondents (participant survey)
13 of 80	respondents (nonparticipant survey)
33 of 169	respondents

Source: Bureau of State Audits' surveys of 200 school districts.

Note: Not all school districts responded to the surveys. A school district may be counted more than once since we allowed multiple responses to the survey questions.

As the text box illustrates, a lack of teacher interest in attending training was the barrier cited most frequently by survey respondents. Some districts explained that their teachers believe the program's training is either too long or too closely tied to textbooks, as opposed to a broader focus on understanding state standards, to make attending the training attractive. The Burbank School District indicated that teachers were not interested in attending five-day training sessions, and the Walnut Valley Unified School District stated it would be difficult to find many teachers who are willing to spend 120 hours in training. Speaking to the quality of the training program, an official from Santa Cruz High School stated the following:

> Teachers complained that AB 466 [program] training was too rigid and did not allow teachers the flexibility to create their own teaching plan. AB 466 [program] training is designed around a particular textbook and forces teachers to adhere to the publisher's opinion of California's curriculum standards.

As the text box indicates, the second most frequently cited barrier to participation in the program was funding concerns. When clarifying their remarks on this barrier, some school districts cited the fact that they must initially pay for program training with their own limited funds and then seek program payment from Education, which can take many months. Given the budgetary constraints cited by the school districts, and the fact that participation in the program is voluntary, it appears that some school districts have concluded that participating in the program, or doing so to a greater degree, is too risky. For example, a representative of the Fullerton Elementary School District provided the following perspective:

> There is a lot of planning and paperwork for the district administrators to implement the initial 40 hours of training, plus the follow-up hours. Most providers charge $750 per participant. This leaves $500 [out of the $1,250 provided by Education] for the teacher stipend. This leaves no reimbursement for the administrative aspect . . . and reimbursement from [Education] takes way too long and districts are not really sure how much they will eventually be reimbursed.

We noted that the program's payment process can be as long as four to six months for any single year's first payment. According to Education, after it receives a school district's first payment request for the fiscal year, it includes the school district's application on the agenda for the board's next meeting. Since the board meets every two months, the timeline for payment is a minimum of four to six months following receipt of the school district's first claim for the fiscal year.

The remaining barrier cited most frequently by survey respondents was the lack of training providers located in close proximity to the school district. As the earlier text box indicates, survey respondents in participating and nonparticipating school districts ranked this barrier second and third, respectively. Although some survey respondents indicated that rural school districts are placed at a disadvantage in obtaining training for their teachers because they have more difficulty accessing training providers, we found that school districts in counties with relatively large or small numbers of eligible teachers in various geographic regions throughout the State appear equally capable of accessing program services.

School districts in counties with relatively large or small numbers of eligible teachers in various geographic regions throughout the State appear equally capable of accessing program services.

Appendix C provides more detailed information on school district participation in the program, as measured on a county-by-county basis. By dividing the overall program payments through fiscal year 2005–06 to school districts within a given county by the number of eligible teachers within that county, we calculated a measure of program participation within each county in terms of program payments per eligible teacher. The results of this exercise suggest that neither geography nor size, as measured by the number of eligible teachers in the county, have impeded program participation. Specifically, the table in Appendix C lists counties in three tiers, grouped by size as defined by the number of eligible teachers, and shows that each tier includes both counties that exceeded the statewide average of $283 per eligible teacher and ones that fell below it. Although all six counties whose school districts have not participated in the program have small numbers of eligible teachers, other counties having similarly small numbers of eligible teachers have participated at levels exceeding the statewide average. For example, Amador County, with 335 eligible teachers as of January 2006, has not participated in the program. However, Colusa County, with 316 eligible teachers, has received about $491 per eligible teacher, significantly higher than the statewide average.

EDUCATION DOES LITTLE TO ENCOURAGE DISTRICTS TO PARTICIPATE IN THE PROGRAM AND TO MONITOR PROGRAM COMPLIANCE

Education's role in administering the program has essentially been limited to forwarding school districts' annual applications to the board for approval and to processing program payments. Although not specifically required to do so under the program's statutes, Education has done little to actively promote the program. This lack of ongoing outreach may contribute to the low percentage of school districts that have participated in the program, as discussed earlier, and may explain why nine of the districts that responded to our nonparticipant survey told us that they were unaware of the program's existence or were confused about the eligibility or funding aspects of the program.

Education's role in monitoring program compliance has also been limited, even though program statutes require Education to withhold future funding from a school district if the results of a compliance audit reveal an unsupportable claim. In particular, Education has not acted to ensure that the compliance audits specified in legislation take place. As a result, there is presently no independent assurance that school districts are maintaining adequate support for the $113 million in program payments Education has disbursed through fiscal year 2005–06.

Education has not acted to ensure that the compliance audits specified in legislation take place.

As we describe more fully in a later section, the board initially worked through the Sacramento County Office of Education (SCOE) to advertise and implement the program. Although the program statutes do not impose outreach requirements on Education, Section 99234 of the Education Code requires the superintendent of public instruction to notify local education agencies—defined as school districts, county offices of education, state special schools, and charter schools—that they are eligible to receive an incentive award. This same section also requires the superintendent to notify districts as to how the maximum amount of funding for which they are eligible each year is calculated. In order to comply with these requirements, Education relies on school districts to successfully navigate its Web site, which includes information on various grant programs. Although Education's process complies with the statute, we believe it could be enhanced.

If it directly informed school districts in advance of the amount of funding available, instead of following the more passive approach of having school districts inform themselves about funding opportunities, Education would be in a stronger

Nine of the 80 school districts that responded to our nonparticipant survey told us that they were unaware of the program's existence or were confused about the eligibility or funding aspects of the program.

position to promote the program. Similarly, school districts could make better-informed decisions regarding program participation if they knew the funding amount. Education officials told us that funding information is electronically submitted to about 16,000 individuals who have signed up to be notified automatically by e-mail when funding information on Education's Web site is updated. However, interested parties must fill out a form on the Web site to join this list service. Therefore, if a school district has not signed up for the list service, it will not receive the annual notification. Although we did not analyze the list service to determine how many school districts are receiving the annual notice, nine of the 80 school districts that responded to our nonparticipant survey told us that they were unaware of the program's existence or were confused about the eligibility or funding aspects of the program. This suggests that Education's notification process could be improved.

In addition to its limited outreach efforts, Education has not ensured that program compliance audits are conducted in accordance with program statute. Specifically, Section 99237 of the Education Code requires that annual financial and compliance audits of school districts include steps to ensure that teachers for whose training districts received program funding were, in fact, trained and that the training met program requirements. In addition, this section requires Education to withhold monthly apportionment payments to school districts to the extent that the results of audits reveal noncompliance with these requirements. Given this responsibility, we would have expected Education to take the necessary steps to ensure that these audits are actually taking place. However, discussion with Education staff revealed that such audits have likely never taken place because the compliance requirements have never been included in audit guides.

According to program statute, the compliance audits are to be performed by licensed local auditors, as opposed to Education's audit division, with the assistance of an audit guide specifying state compliance requirements. The Education Code, Section 14502.1, requires the State Controller's Office (controller), in consultation with the Department of Finance, Education, and representatives of specified organizations to propose the content of the audit guide and submit it to the Education Audit Appeals Panel for review, possible amendment, and eventual adoption. To Education's knowledge, the program's compliance requirements have never been included in the audit guide, and a controller representative confirmed that Education never informed that office of the

Education indicated that it anticipates working with the controller and the Education Audit Appeals Panel to ensure that future audit guides include the appropriate categories of information.

program and its compliance requirements. As a result, Education has disbursed about $113 million through fiscal year 2005–06 without ensuring the level of oversight required by statute.

Although they acknowledged this omission, Education officials told us that their staff perform desk reviews of all applications and payment requests to identify any areas of concern and resolve any issues before disbursing funds. Education also indicated that it anticipates working with the controller and the Education Audit Appeals Panel to ensure that future audit guides include the appropriate categories of information.

EDUCATION'S JULY 2005 REPORT TO THE LEGISLATURE LACKED RELEVANT AND ACCURATE DATA FOR GAUGING PROGRAM OUTCOMES

As part of the legislation enacting the program, the Legislature required Education to submit a report on the effectiveness of the program by the end of fiscal year 2004–05. Program statutes specify that the report include information on the number of teachers that have received program training and on the entities that have offered training, details about the effectiveness of the program, and, to the extent information is available, data regarding the retention rate of trained teachers. Although Education completed its report in July 2005, we found it to be of limited value because it lacks relevant and accurate data regarding the number of trained teachers that are currently using the training in the classroom and because it provides no correlation between teacher training and student achievement. As a result, decision makers cannot gauge the progress being made toward accomplishing the program's goals and are ill-prepared to make future funding decisions. Education acknowledged that its report has limitations, stating as much in its report to the Legislature.

As of June 16, 2005, Education asserted that it had made payments to local education agencies for 75,109 teachers who attended 40, 80, or 120 hours of program training since fiscal year 2002–03. Education derived these statistics from the claim forms submitted by school districts participating in the program. These forms are required to list summary data on the types of credentials their teachers hold and the type of professional development training (reading or mathematics) their teachers attended. However, the forms do not provide teacher-specific information, but rather total counts of teachers for whom the districts are claiming funding for either the initial 40 hours

Education acknowledges that most teachers taking the 80 hours of training were also counted in its calculation of those taking 40 hours of training and, to that extent, the counts are duplicated.

or the subsequent 80 hours of program training. Although a teacher completing the training will have taken both the 40- and 80-hour training, for a total of 120 hours, Education counted each block of training as applying to a separate individual, thus likely counting some teachers twice. Education acknowledges that most teachers taking the 80 hours of training were also counted in its calculation of those taking 40 hours of training and, to that extent, the counts are duplicated.

To give some context to the potential size of the overstatement, it would cost about $188 million in program payments to pay school districts to fully train 75,109 teachers at $2,500 per teacher. However, as indicated in Appendix A, Education has paid out only about $113 million over the life of the program through fiscal year 2005–06. This amount would be sufficient to fully train about 45,000 teachers with 120 hours of training. However, we know that all program funds did not go towards teachers who had completed the full 120 hours of training. Some teachers have received only the first 40 hours of training because they are just beginning the program or may not plan to attend the additional 80 hours. In addition, Education's report does not include data on the overall number of eligible teachers or the number of teachers who may have attended training but whose participation was funded through other state and federal funding sources. Further, fully or partially trained teachers may no longer be teaching the class for which they were trained. Although the legislation requiring the report did not specifically call for Education to provide this type of information, these data are relevant and necessary to determine the penetration of mathematics and reading standards-based training within California's public education system.

To develop information on program effectiveness for its report, Education surveyed teachers and principals in 30 participating school districts of various enrollment sizes and asked for their feedback on the program. District staff collected and summarized the completed surveys and submitted them to Education. The results from the 28 districts that responded showed that teachers were generally favorable in their evaluations of the reading training. For example, more than half of the teachers who responded to Education's reading survey reported a "very much" improved understanding of the reading instructional materials, and 52 percent reported using "very much" of what they learned from the training in their classrooms. Further, Education noted in its report that teachers who participated in the program's mathematics training also

Although the favorable responses to its survey are a positive indicator, Education's report does not provide any correlation between teacher training and improved student achievement.

responded favorably regarding the training. Although the favorable responses to the survey are a positive indicator, the report does not provide any correlation between teacher training and improved student achievement.

Education acknowledged the importance of this correlation recently when it issued a feasibility study for a teacher data system in March 2006 to comply with provisional language in the Budget Act of 2005–06. The purpose of the study was to inventory teacher data elements currently collected by state agencies and county offices of education, identify existing redundancies and teacher data needs for meeting state and federal compliance and reporting requirements, and identify the most cost-effective approach for converting the existing data systems into an integrated system that can yield high-quality program evaluations.

Citing the Legislature's cumulative General Fund appropriations of about $2.4 billion for professional development programs from fiscal years 2001–02 through 2005–06, Education's feasibility study stressed the State's significant investment in teacher development programs and the need for better teacher-level data. In its feasibility report, Education stated the following:

> Although the state has made significant investments in teacher development programs, the state has not evaluated the effectiveness of these programs on the primary outcome of teaching, gains in student academic achievement. In fact, the Legislature does not require school districts receiving teacher credentialing and/or professional development block grant funding to provide information back to the state that includes teacher-level data linked with student achievement data (i.e. test scores on statewide standardized tests). Without such information, evaluating the effectiveness of these substantial investments on the primary outcome of the programs, gains in student achievement, is extremely difficult.

Through Chapter 840, Statutes of 2006, the Legislature authorized Education to contract for the development of a teacher data system to be known as the California Longitudinal Teacher Integrated Data Education System that is based on the results of Education's feasibility study. The stated purpose of the system is to streamline processes; improve the efficiency of data collection by Education, the Commission on Teacher Credentialing, and the Employment

Development Department; and improve the quality of data collected from local education agencies and teacher preparation programs. In light of this new effort, we asked Education whether it plans to incorporate into the new system data about teacher participation in the Mathematics and Reading Professional Development Program. Unless it begins collecting program data on a teacher-level basis, Education indicated that the new system will not track teacher participation in the program.

THE TASK OF QUANTIFYING THE EXTENT OF TRAINING IS HAMPERED BY THE VARIOUS FUNDING SOURCES INVOLVED AND BY REDUCED PROGRAM-SPECIFIC FUNDING

Education tracks only the number of teachers for whom school districts submit claims for program payments. However, districts use various other sources of state and federal funding to pay for mathematics and reading standards-based training. Thus, Education does not have an accurate picture of how many teachers have successfully completed the training. Historic limits on program-specific funding, the introduction of caps on the number of teachers for whom payment from program funds can be claimed each year, and extensions to the life of the program may explain why school districts look to these other funding sources to meet their training needs, contributing to the low participation rates we observed in the program.

There are a variety of federal and state professional development programs for teachers. Education reports that in addition to the Mathematics and Reading Professional Development Program, school districts have funded mathematics and reading standards-based training activities from two federal sources, Reading First and the Mathematics and Science Partnership Program. Similarly, school districts have used state funds under the College Readiness Program to finance this training. In fact, before receiving program funds, school districts that have Reading First grants must certify that they have used those funds when applicable instead of program funding.

The 34 districts that reported numbers of teachers trained indicated that they used other funding sources to pay for training about 25 percent of their teachers.

As part of our survey of 100 school districts that participated in the program, we asked districts to identify how many teachers they had trained using other funding sources. The 34 districts that reported numbers of teachers trained indicated that they used other funding sources to pay for training about 25 percent of their teachers. Since Education does not ask school districts to report the number of teachers trained using other funding

sources, it does not have a complete picture of how many teachers have actually participated in the mathematics and reading standards-based training.

School districts may have increasingly become inclined to rely on other funding sources to pay for program-based training because the Legislature has not funded the program at a level that would provide incentive grants for the training of all eligible teachers. As described in the Introduction, although the governor's budget for fiscal year 2001–02 initially proposed a three-year, $830 million program to train 252,000 kindergarten through 12th grade teachers and 22,000 aides in mathematics and reading, several statutory changes reduced program funding, added caps to the number of eligible teachers that could be trained under the program each year, and extended the life of the program. Specifically, when the program was enacted, the goal for the total number of teachers to be trained dropped from 252,000 to 176,000 and the time frame to accomplish this training increased from three years to four. In addition, through various pieces of budget act legislation, the annual funding for the program ultimately became fixed at $31.7 million to fund training activities for five years, from fiscal years 2001–02 through 2005–06. This funding would have allowed for the training of only about 63,600 teachers over the five-year period had the entire $159 million been spent to fully train as many teachers as possible. However, because of changing legislative priorities, the $159 million in spending authority was reduced by about $18 million.

In addition, the program envisioned that a certain percentage of eligible teachers would be trained each year, with all 176,000 teachers being fully trained by the end of the fourth year. However, Chapter 1167, Statutes of 2002, imposed a cap on the percentage of teachers that could be trained each year. Through Chapter 1754, Statutes of 2003, the Legislature modified the funding cap by requiring Education to calculate the cap based on the funds appropriated in the annual budget act. Although districts could choose to train more teachers than the annual cap suggested, they could receive program payments in excess of the cap only to the extent that other districts did not participate to the full extent the cap allowed. Finally, although it was scheduled to lapse after fiscal year 2004–05, Chapter 1167, Statutes of 2002, extended the program through fiscal year 2005–06. Most recently, Chapter 524, Statutes of 2006, extended the program through fiscal year 2011–12.

Most recently, Chapter 524, Statutes of 2006, extended the program through fiscal year 2011–12.

In addition to extending the life of the program, Chapter 524 added Section 99237.5 to the Education Code to provide professional development training for teachers of pupils who have been designated as English language learners. Aligned with this emphasis on English language learners, the fiscal year 2006–07 Budget Act provided $57 million for the program, about $25 million more than the prior year's appropriation. The additional funding is specifically targeted to address the needs of teachers of English language learners.

THE BOARD RELIED ON THE SCOE TO ADVERTISE AND IMPLEMENT THE PROGRAM

The program's statutes require the board to approve the curricula of training providers, ensuring such curricula are aligned with the mathematics and reading content standards adopted by the board. Our audit found that the board delegated this work by contracting, through Education, with two county offices of education. The board particularly relied on the SCOE when the program was implemented in fiscal year 2001–02, with SCOE negotiating contracts worth a combined $400,000 by March 2002. These contracts required SCOE to develop criteria for evaluating training providers, to create program promotional materials for school districts, and to facilitate the evaluation of curricula submitted by potential training providers. Our audit noted that the board felt pressure to implement the program quickly, while the former state superintendent of public instruction (superintendent) expressed concern about the haste with which the initial SCOE contract was developed. Ultimately, state regulations did not require a competitively bid contract process. Further, according to state law, all contracts entered into by state agencies, except those meeting criteria for exemptions, are not in effect unless and until approved by the Department of General Services. The board did not obtain the required approvals before the beginning of the contract term for all three program-related contracts and related amendments requiring approval. As a result, the board exposed the State to potential liability for work performed before the contract was approved.

The board did not obtain the required approvals before the beginning of the contract term for all three program-related contracts and related amendments requiring approval.

Board meeting minutes from November 2001 suggested that board members felt pressure to implement the program quickly. The board's executive director at the time presented the SCOE contract proposal on November 7, 2001, indicating that "the statute requires that the board act quickly and a contract with a local education agency is one way to move quickly." However, he also reported that the superintendent at the time "expressed concern about the haste in the development of the contract and

about the Department's role in the rollout to local education agencies." Education's chief deputy superintendent indicated that the superintendent "would have preferred more input at the beginning of the process and is concerned about the staff resources needed to implement the program."

In November 2001, just over three months after the Legislature's first appropriation of funds for the program, SCOE began work on a $58,000 contract for tasks that included the development of evaluation criteria for training providers and creation of program promotional materials. A key product of the promotional materials included a document and video to explain to the public and local education agencies the intent and requirements of the program. According to SCOE officials, it made several presentations to various education officials across the State using this material. Table 3 on the following page provides information regarding key funding and program development dates.

With the establishment of evaluation criteria for training providers, SCOE entered into its second contract in March 2002 for $337,500. Under this contract, SCOE was responsible for "managing the process of reviewing training curriculum submitted to the [board]." In this capacity, SCOE convened a panel to meet at various times to evaluate and make recommendations on the training curricula submitted by prospective providers. The panel comprised education professionals from across the State and did not include employees of SCOE. Rather, SCOE officials were responsible for organizing the dates and locations of the panel meetings and clarifying evaluation criteria to the panelists. The first panel was convened in May 2002, and the board approved its first round of providers later that same month.

Our audit noted the board's awareness of potential conflicts of interest for the Sacramento County Office of Education in its roles as both training provider and panel facilitator.

During our review of documents from this period, we noted sensitivity on the part of the board to the need to conduct panel reviews in a fair and impartial manner. Specifically, our audit noted the board's awareness of potential conflicts of interest for SCOE in its roles as both training provider and panel facilitator. In June 2002 the board's executive director issued a letter to SCOE "to establish a procedure for the review of [program training provider] applications submitted by [SCOE]." The procedure required SCOE personnel to leave the room when panel members were considering SCOE's own proposed curriculum. Further, the procedure required a member authorized by the board to observe the review process and advise panel members. Finally, the panel's recommendation would remain in the hands of the board's representative and not be

disclosed to SCOE until the board deemed it appropriate to do so. The board reaffirmed its commitment to maintaining the fairness of the evaluation process when it cancelled an extension of the contract with SCOE. According to SCOE, the board, concerned about a perception of a conflict of interest, cancelled the extension after SCOE hired a former board member who had served during the time that SCOE's contracts were approved.

TABLE 3

Chronology of the Mathematics and Reading Professional Development Program Rollout

Event	Date
Budget Act of 2001 passed (appropriates $80 million)	7/26/2001
Assembly Bill 466 codified (Chapter 737, Statutes of 2001); provides funding for 176,000 teachers through June 30, 2005	10/11/2001
Sacramento County Office of Education (SCOE) begins work for the State Board of Education (board), developing training provider criteria and an outreach video	11/1/2001
Senate Bill 1xxx reduces funding to $31.7 million	2/19/2002
Department of Education (Education) issues a letter to district superintendents announcing the program and how to apply for funding	3/8/2002
SCOE begins work for the board, reviewing training provider materials and making recommendations to the board for provider approval	3/15/2002
SCOE convenes its first panel to review potential AB 466 providers	5/10/2002
The board announces its approval of the first round of training providers based on SCOE recommendations (4 math/1 reading)	5/24/2002
Education encumbers Budget Act 2001 funds for local education agencies that applied for funding (115 local education agencies per the California State Accounting and Reporting System)	7/19/2002
Education informs local education agencies that their fiscal year 2001–02 applications have been approved	8/26/2002
Assembly Bill 2781 (Chapter 1167, Statutes of 2002) extends the program through June 30, 2006, and establishes a 3 percent cap on funded teachers in fiscal years 2002–03 and 2003–04	9/30/2002
Education informs local education agencies that their fiscal year 2001–02 grant awards are rescinded based on the Legislature's decision to return those funds to the General Fund	12/5/2002
Education processes first payments to local education agencies from fiscal year 2002–03 appropriation	2/27/2003
Senate Bill 18x eliminates program funding from the 2001 Budget Act in order to help pay for minimum guarantee funding (per Constitution)	3/18/2003
Orange County Department of Education assumes responsibility for approving provider materials and reviewing new provider applications (replaces SCOE)	6/1/2003

Sources: State Board of Education meeting minutes; program-related contracts; Department of Education's CALSTARS accounting records; Department of Education correspondence; and codified legislation.

Moreover, our review of the provider evaluation process demonstrated that most provider curricula were approved in a timely manner. When we asked the board about the adequacy of the number of approved training providers for the program, its staff indicated that it has never established a target number. Rather, the board hopes to approve as many high-quality providers as possible. However, the board indicated that the market for training providers declined when the Legislature reduced funding for the program.

By June 2003 the Orange County Department of Education (OCDE) was responsible for managing the provider application process and maintaining an archive of approved curricula. The value of its contract was $144,628. OCDE has obtained various extensions to this contract, the last of which was in the amount of $132,862 for performance through June 30, 2006.

RECOMMENDATIONS

Given that only a small percentage of teachers have completed the full 120 hours of program training, and that teacher participation is voluntary, the Legislature should consider redefining its expectations for the program, clearly stating the number of teachers to be fully trained as well as any gains in student achievement expected. Based on how it defines the program's goals, the Legislature should consider making statutory changes to ensure that Education provides meaningful data with which to evaluate program success. Examples of meaningful program data include the following:

- Unduplicated counts of teachers who have completed the training with the aid of program and non-program funding, with a comparison of these figures to the total number of teachers who are eligible to participate in the program. Education could capture this information by modifying its claim form, adding a data collection tool similar to the one shown in Appendix D.

- Measures of the resulting gains in student achievement for teachers who have completed the program's training, such as higher student scores on standardized tests.

To remove a barrier to increased teacher participation in the program, Education should explore opportunities to expedite its payment process to school districts. One such opportunity would be to seek legislation authorizing Education to approve

the annual certifications submitted by school districts instead of waiting for board approval, thus removing any payment delay caused by the need to wait for the next board meeting.

To ensure that all school districts are aware of the program and that as many teachers participate in the program as possible, Education should conduct annual outreach activities to all school districts. A component of such an outreach program should include directly informing each school district of the amount of funding for which it is eligible each year.

To ensure that required compliance audits are occurring, Education should take steps to ensure that the program's compliance requirements are included in audit guides related to the annual audits of school districts.

To ensure that it does not expose the State to potential liability for work performed before the contract is approved, the board should ensure that it obtains the Department of General Services' approval of its contracts and amendments before the start of the contract period and before contractors begin work.

We conducted this review under the authority vested in the California State Auditor by Section 8543 et seq. of the California Government Code and according to generally accepted government auditing standards. We limited our review to those areas specified in the audit scope section of the report.

Respectfully submitted,

ELAINE M. HOWLE
State Auditor

Date: November 30, 2006

Staff: John F. Collins II, CPA, Audit Principal
Grant Parks
Ralph Flynn, JD
Greg Harrison, CIA
Cathy Nystrom

APPENDIX A

The Department of Education Has Disbursed About $113 Million Under the Program Through Fiscal Year 2005–06

The Joint Legislative Audit Committee asked us to determine whether internal controls exist to track program awards or expenditures by school districts. Table A lists the Department of Education's cash disbursements to school districts from fiscal years 2002–03 through 2005–06.

TABLE A

Disbursement of Program Funds by the Department of Education
Fiscal Years 2002–03 Through 2005–06

County	Local Education Agency	2002–03	2003–04	2004–05	2005–06	Totals
Alameda	Alameda County Office of Education	$ 475,000	—	$621,250	$651,250	**$1,747,500**
Alameda	Fremont Unified	260,000	$2,500	—	—	**262,500**
Alameda	Hayward Unified	—	—	365,000	10,000	**375,000**
Alameda	Livermore Valley Joint Unified	—	—	—	32,500	**32,500**
Alameda	Oakland Unified	3,250,000	160,000	491,250	752,500	**4,653,750**
Alpine	None	—	—	—	—	—
Amador	None	—	—	—	—	—
Butte	Butte County Office of Education	2,500	—	—	5,000	**7,500**
Butte	Bangor Union Elementary	—	—	—	6,250	**6,250**
Butte	Chico Unified	—	77,500	11,250	70,000	**158,750**
Butte	Durham Unified	2,500	—	—	—	**2,500**
Butte	Feather Falls Union Elementary	—	—	1,250	3,750	**5,000**
Butte	Golden Feather Union Elementary	5,000	—	—	—	**5,000**
Butte	Gridley Unified	16,250	—	—	—	**16,250**
Butte	Manzanita Elementary	2,500	2,500	7,500	1,250	**13,750**
Butte	Oroville City Elementary	13,750	3,750	—	6,250	**23,750**
Butte	Palermo Union Elementary	16,250	—	—	—	**16,250**
Butte	Paradise Unified	45,000	7,500	17,500	6,250	**76,250**
Butte	Pioneer Union Elementary	—	—	—	3,750	**3,750**
Butte	Thermalito Union Elementary	26,250	—	3,750	—	**30,000**
Calaveras	Calaveras Unified	—	—	—	3,750	**3,750**
Calaveras	Mark Twain Union Elementary	20,000	5,000	8,750	—	**33,750**
Colusa	Colusa County Office of Education	—	—	2,500	2,500	**5,000**
Colusa	Colusa Unified	6,250	—	—	—	**6,250**

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County	Local Education Agency	2002–03	2003–04	2004–05	2005–06	Totals
Colusa	Maxwell Unified	—	—	$ 3,750	—	**$ 3,750**
Colusa	Pierce Joint Unified	$ 82,500	$ 5,000	18,750	$ 21,250	**127,500**
Colusa	Williams Unified	—	—	12,500	—	**12,500**
Contra Costa	Contra Costa County Office of Education	—	1,250	—	—	**1,250**
Contra Costa	Antioch Unified	—	—	12,500	20,000	**32,500**
Contra Costa	Lafayette Elementary	—	—	10,000	—	**10,000**
Contra Costa	Liberty Union High	—	—	—	80,000	**80,000**
Contra Costa	Mt. Diablo Unified	—	40,000	98,750	—	**138,750**
Contra Costa	Orinda Union Elementary	—	—	23,750	—	**23,750**
Contra Costa	Pittsburg Unified*	177,500	45,000	247,500	(65,000)	**405,000**
Contra Costa	San Ramon Valley Unified	—	50,000	—	—	**50,000**
Contra Costa	Walnut Creek Elementary	—	—	20,000	5,000	**25,000**
Contra Costa	West Contra Costa Unified	2,043,750	87,500	101,250	317,500	**2,550,000**
Del Norte	Del Norte County Unified	—	15,000	50,000	46,250	**111,250**
El Dorado	El Dorado County Office of Education	7,500	5,000	2,500	3,750	**18,750**
Fresno	Fresno County Office of Education	—	—	—	2,500	**2,500**
Fresno	Caruthers Unified	—	—	1,250	26,250	**27,500**
Fresno	Central Unified	—	—	30,000	28,750	**58,750**
Fresno	Clovis Unified	—	—	93,750	71,250	**165,000**
Fresno	Coalinga-Huron Joint Unified	—	—	36,250	151,250	**187,500**
Fresno	Firebaugh-Las Deltas Joint Unified	—	—	32,500	113,750	**146,250**
Fresno	Fowler Unified	38,750	—	—	—	**38,750**
Fresno	Fresno Unified	—	—	—	265,000	**265,000**
Fresno	Golden Plains Unified	—	—	45,000	—	**45,000**
Fresno	Kerman Unified	—	—	—	56,250	**56,250**
Fresno	Kings Canyon Joint Unified	36,250	—	50,000	203,750	**290,000**
Fresno	Kingsburg Elementary Charter	—	—	2,500	30,000	**32,500**
Fresno	Laton Joint Unified	2,500	—	—	—	**2,500**
Fresno	Mendota Unified	—	—	20,000	—	**20,000**
Fresno	Parlier Unified	—	20,000	62,500	—	**82,500**
Fresno	Raisin City Elementary	—	2,500	11,250	—	**13,750**
Fresno	Riverdale Joint Unified	—	—	—	10,000	**10,000**
Fresno	Sanger Unified	—	—	20,000	91,250	**111,250**
Fresno	Selma Unified	—	—	25,000	76,250	**101,250**
Fresno	Sierra Unified	18,750	—	—	—	**18,750**
Fresno	West Fresno Elementary	—	—	42,500	73,750	**116,250**
Fresno	West Park Elementary	—	—	—	11,250	**11,250**
Glenn	Glenn County Office of Education	61,250	—	—	—	**61,250**
Glenn	Capay Joint Union Elementary	—	—	2,500	—	**2,500**
Glenn	Hamilton Union Elementary	—	—	3,750	—	**3,750**
Glenn	Lake Elementary	—	1,250	—	—	**1,250**
Glenn	Orland Joint Unified	5,000	—	—	6,250	**11,250**
Glenn	Plaza Elementary	—	1,250	—	—	**1,250**
Humboldt	Big Lagoon Union Elementary	—	—	—	1,250	**1,250**
Humboldt	Cutten Elementary	—	—	—	1,250	**1,250**
Humboldt	Eureka City Unified	500	—	13,750	10,000	**24,250**

County	Local Education Agency	2002–03	2003–04	2004–05	2005–06	Totals
Humboldt	Ferndale Unified	$ 1,500	—	—	—	**$ 1,500**
Humboldt	Fortuna Union Elementary	2,000	—	—	—	**2,000**
Humboldt	Jacoby Creek Elementary	4,500	—	—	—	**4,500**
Humboldt	Klamath-Trinity Joint Unified	—	—	$ 2,500	—	**2,500**
Humboldt	Loleta Union Elementary	—	—	—	$ 1,250	**1,250**
Humboldt	Northern Humboldt Union High	25,000	—	—	—	**25,000**
Humboldt	Rio Dell Elementary	500	—	—	—	**500**
Humboldt	Rohnerville Elementary	1,500	—	2,500	20,000	**24,000**
Humboldt	South Bay Union Elementary	—	—	1,250	—	**1,250**
Humboldt	Southern Humboldt Joint Unified	500	—	—	—	**500**
Imperial	Imperial County Office of Education	645,000	$12,500	266,250	498,750	**1,422,500**
Imperial	Brawley Union High	104,000	—	—	—	**104,000**
Inyo	None	—	—	—	—	—
Kern	Kern County Office of Education	—	—	—	1,250	**1,250**
Kern	Arvin Union Elementary	5,000	—	25,000	—	**30,000**
Kern	Bakersfield City	343,750	—	—	80,000	**423,750**
Kern	Blake Elementary	—	—	1,250	—	**1,250**
Kern	Delano Joint Union High	18,750	—	—	—	**18,750**
Kern	Delano Union Elementary	—	—	53,750	—	**53,750**
Kern	Edison Elementary	—	—	16,250	7,500	**23,750**
Kern	Greenfield Union Elementary	327,500	—	—	—	**327,500**
Kern	Kernville Union Elementary	—	—	3,750	—	**3,750**
Kern	Lamont Elementary	—	—	—	122,500	**122,500**
Kern	McFarland Unified	—	—	5,000	11,250	**16,250**
Kern	Mojave Unified	—	—	8,750	18,750	**27,500**
Kern	Richland Union Elementary	20,000	—	—	—	**20,000**
Kern	Rosedale Union Elementary	—	—	13,750	17,500	**31,250**
Kern	Standard Elementary	—	—	—	17,500	**17,500**
Kern	Taft City Elementary	—	—	—	10,000	**10,000**
Kern	Wasco Union Elementary	—	—	—	126,250	**126,250**
Kings	Corcoran Joint Unified	—	43,750	—	8,750	**52,500**
Kings	Hanford Elementary	—	—	98,750	—	**98,750**
Kings	Hanford Joint Union High	—	—	—	37,500	**37,500**
Kings	Island Union Elementary	—	—	—	8,750	**8,750**
Kings	Kit Carson Union Elementary	—	2,500	6,250	—	**8,750**
Kings	Lemoore Union Elementary	—	—	13,750	22,500	**36,250**
Kings	Reef-Sunset Unified	—	—	—	85,000	**85,000**
Lake	Kelseyville Unified	57,500	—	—	58,750	**116,250**
Lake	Konocti Unified	74,500	—	17,500	50,000	**142,000**
Lake	Lakeport Unified	—	—	10,000	10,000	**20,000**
Lake	Lucerne Elementary	—	—	—	17,500	**17,500**
Lake	Middletown Unified	26,250	—	—	10,000	**36,250**
Lassen	Big Valley Joint Unified	—	—	—	1,250	**1,250**
Lassen	Johnstonville Elementary	—	1,250	8,750	2,500	**12,500**
Lassen	Susanville Elementary	—	—	—	7,500	**7,500**
Los Angeles	Los Angeles County Office of Education	—	—	43,750	—	**43,750**

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County	Local Education Agency	2002–03	2003–04	2004–05	2005–06	Totals
Los Angeles	ABC Unified	$ 47,500	—	—	—	**$ 47,500**
Los Angeles	Antelope Valley Union High	—	$ 2,500	$ 128,750	$ 51,250	**182,500**
Los Angeles	Arcadia Unified	—	—	—	67,500	**67,500**
Los Angeles	Azuza Unified	—	—	—	38,750	**38,750**
Los Angeles	Bassett Unified	—	—	32,500	16,250	**48,750**
Los Angeles	Bonita Unified	—	6,250	7,500	1,250	**15,000**
Los Angeles	Claremont Unified	97,000	—	—	—	**97,000**
Los Angeles	Compton Unified	781,250	—	—	23,750	**805,000**
Los Angeles	Duarte Unified	—	—	—	17,500	**17,500**
Los Angeles	Eastside Union Elementary	—	—	3,750	—	**3,750**
Los Angeles	El Monte City Elementary	—	—	27,500	13,750	**41,250**
Los Angeles	El Monte Union High	—	—	—	31,250	**31,250**
Los Angeles	Hacienda la Puente Unified	26,250	—	11,250	131,250	**168,750**
Los Angeles	Inglewood Unified	—	—	—	78,750	**78,750**
Los Angeles	Keppel Union Elementary	—	17,500	112,500	21,250	**151,250**
Los Angeles	Lancaster Elementary	—	—	292,500	220,000	**512,500**
Los Angeles	Lawndale Elementary	—	—	—	76,250	**76,250**
Los Angeles	Los Angeles Unified	13,629,500	1,237,500	4,371,250	4,400,000	**23,638,250**
Los Angeles	Lynwood Unified	—	35,000	—	316,250	**351,250**
Los Angeles	Monrovia Unified	123,500	—	—	15,000	**138,500**
Los Angeles	Montebello Unified	173,750	78,750	106,250	228,750	**587,500**
Los Angeles	Mountain View Elementary	—	58,750	128,750	138,750	**326,250**
Los Angeles	Norwalk-La Mirada Unified	82,500	—	—	723,750	**806,250**
Los Angeles	Palmdale Elementary	—	—	441,250	540,000	**981,250**
Los Angeles	Paramount Unified	153,750	17,500	160,000	5,000	**336,250**
Los Angeles	Pasadena Unified	1,272,500	117,500	822,500	830,000	**3,042,500**
Los Angeles	Pomona Unified	50,000	177,500	291,250	113,750	**632,500**
Los Angeles	Redondo Beach Unified	—	—	—	40,000	**40,000**
Los Angeles	Santa Monica-Malibu Unified	—	—	3,750	—	**3,750**
Los Angeles	Saugus Union Elementary	—	32,500	32,500	90,000	**155,000**
Los Angeles	South Whittier Elementary	—	—	7,500	—	**7,500**
Los Angeles	West Covina Unified	—	23,750	—	58,750	**82,500**
Los Angeles	Whittier City Elementary	—	246,250	196,250	43,750	**486,250**
Los Angeles	Wilsona Elementary	—	—	20,000	13,750	**33,750**
Madera	Alview-Dairyland Union Elementary	—	—	—	6,250	**6,250**
Madera	Chowchilla Union High	—	—	—	2,500	**2,500**
Madera	Coarsegold Union Elementary	—	—	25,000	—	**25,000**
Madera	Golden Valley Unified	—	—	17,500	18,750	**36,250**
Madera	Madera Unified	—	186,250	223,750	273,750	**683,750**
Marin	Dixie Elementary	68,750	—	—	—	**68,750**
Marin	Laguna Joint Elementary	—	2,500	2,500	—	**5,000**
Marin	Novato Unified	—	—	—	23,750	**23,750**
Marin	Union Joint Elementary	—	2,500	—	—	**2,500**
Mariposa	None	—	—	—	—	**—**
Mendocino	Anderson Valley Unified	—	—	—	23,750	**23,750**
Mendocino	Arena Union Elementary	23,750	—	—	2,500	**26,250**

County	Local Education Agency	2002–03	2003–04	2004–05	2005–06	Totals
Mendocino	Fort Bragg Unified	—	—	—	$ 32,500	**$ 32,500**
Mendocino	Laytonville Unified	—	—	—	5,000	**5,000**
Mendocino	Manchester Union Elementary	—	$ 2,500	—	—	**2,500**
Mendocino	Mendocino Unified	$ 8,750	—	—	—	**8,750**
Mendocino	Potter Valley Community Unified	—	—	—	6,250	**6,250**
Mendocino	Round Valley Unified	17,500	—	—	—	**17,500**
Mendocino	Ukiah Unified	—	—	—	40,000	**40,000**
Mendocino	Willits Unified	—	—	$ 8,750	17,500	**26,250**
Merced	Atwater Elementary	223,750	—	21,250	22,500	**267,500**
Merced	Ballico-Cressey Elementary	—	—	—	17,500	**17,500**
Merced	Delhi Unified	—	—	32,500	167,500	**200,000**
Merced	Dos Palos Oro Loma Joint Unified	—	—	—	26,250	**26,250**
Merced	El Nido Elementary	—	—	2,500	15,000	**17,500**
Merced	Gustine Unified	—	—	40,000	40,000	**80,000**
Merced	Livingston Union Elementary	—	—	87,500	57,500	**145,000**
Merced	Los Banos Unified	—	—	—	32,500	**32,500**
Merced	Merced City Elementary	—	—	276,250	—	**276,250**
Merced	Merced River Union Elementary	—	—	—	1,250	**1,250**
Merced	Merced Union High	—	41,250	127,500	103,750	**272,500**
Merced	Plainsburg Union Elementary	—	—	—	2,500	**2,500**
Merced	Planada Elementary	—	5,000	38,750	—	**43,750**
Merced	Weaver Union	—	—	—	17,500	**17,500**
Merced	Winton Elementary	—	—	48,750	—	**48,750**
Modoc	Surprise Valley Joint Unified	—	—	—	7,500	**7,500**
Modoc	Tulelake Basin Joint Unified	—	—	7,500	21,250	**28,750**
Mono	None	—	—	—	—	**—**
Monterey	Monterey County Office of Education	282,500	123,750	233,750	458,750	**1,098,750**
Monterey	Alisal Union Elementary	55,000	—	16,250	143,750	**215,000**
Monterey	Chualar Union Elementary	—	—	—	12,500	**12,500**
Monterey	Gonzales Unified	30,000	—	12,500	52,500	**95,000**
Monterey	Greenfield Union Elementary	—	18,750	11,250	25,000	**55,000**
Monterey	King City Union Elementary	50,000	—	—	2,500	**52,500**
Monterey	Monterey Pennisula Unified	87,500	—	—	121,250	**208,750**
Monterey	Salinas City Elementary	—	50,000	—	—	**50,000**
Monterey	Salinas Union High	—	—	—	111,250	**111,250**
Monterey	San Lucas Union Elementary	3,750	—	—	—	**3,750**
Monterey	Santa Rita Union Elementary	—	—	—	2,500	**2,500**
Monterey	Soledad Unified	—	—	17,500	95,000	**112,500**
Napa	Calistoga Joint Unified	5,000	—	—	—	**5,000**
Napa	Napa Valley Unified	—	—	—	198,750	**198,750**
Nevada	Nevada County Office of Education	150,000	—	—	—	**150,000**
Nevada	Pleasant Ridge Union Elementary	—	—	—	5,000	**5,000**
Orange	Anaheim City Elementary	883,000	230,000	863,750	146,250	**2,123,000**
Orange	Buena Park Elementary	21,500	—	—	—	**21,500**
Orange	Capistrano Unified	88,750	—	—	6,250	**95,000**
Orange	Fullerton Elementary	—	—	—	80,000	**80,000**

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County	Local Education Agency	2002–03	2003–04	2004–05	2005–06	Totals
Orange	La Habra City Elementary	$ 25,000	—	—	—	**$ 25,000**
Orange	Los Alamitos Unified	127,500	—	—	$ 8,750	**136,250**
Orange	Magnolia Elementary	—	—	$ 57,500	—	**57,500**
Orange	Newport-Mesa Unified*	—	—	198,750	(111,250)	**87,500**
Orange	Orange Unified	77,000	—	—	115,000	**192,000**
Orange	Placentia-Yorba Linda Unified	125,000	$127,500	2,500	—	**255,000**
Orange	Santa Ana Unified	—	—	1,376,250	1,036,250	**2,412,500**
Orange	Savanna Elementary	307,500	—	—	—	**307,500**
Orange	Tustin Unified	—	—	—	47,500	**47,500**
Placer	Auburn Union Elementary	—	—	116,250	—	**116,250**
Placer	Placer Union High	—	—	—	6,250	**6,250**
Placer	Roseville City Elementary	—	42,500	77,500	96,250	**216,250**
Placer	Roseville Joint Union High	—	—	—	60,000	**60,000**
Placer	Western Placer Unified	—	—	13,750	18,750	**32,500**
Plumas	Plumas Unified	—	—	—	15,000	**15,000**
Riverside	Alvord Unified	—	—	82,500	336,250	**418,750**
Riverside	Banning Unified	16,250	22,500	5,000	80,000	**123,750**
Riverside	Coachella Valley Unified	327,500	75,000	550,000	848,750	**1,801,250**
Riverside	Desert Sands Unified	125,000	206,250	476,250	560,000	**1,367,500**
Riverside	Hemet Unified	—	—	—	102,500	**102,500**
Riverside	Jurupa Unified	—	—	—	151,250	**151,250**
Riverside	Lake Elsinore Unified	407,500	6,250	113,750	38,750	**566,250**
Riverside	Menifee Union Elementary	23,750	7,500	—	—	**31,250**
Riverside	Moreno Valley Unified	—	173,750	290,000	318,750	**782,500**
Riverside	Murrieta Valley Unified	—	—	—	23,750	**23,750**
Riverside	Palm Springs Unified	—	7,500	166,250	281,250	**455,000**
Riverside	Palo Verde Unified	—	—	5,000	101,250	**106,250**
Riverside	Perris Elementary	—	6,250	8,750	—	**15,000**
Riverside	Perris Union High	10,000	—	—	—	**10,000**
Riverside	Romoland Elementary	35,000	—	—	—	**35,000**
Riverside	San Jacinto Unified	43,750	32,500	17,500	—	**93,750**
Sacramento	Sacramento County Office of Education	—	—	—	23,750	**23,750**
Sacramento	Del Paso Heights Elementary	96,250	—	—	13,750	**110,000**
Sacramento	Elk Grove Unified	625,000	435,000	928,750	1,126,250	**3,115,000**
Sacramento	Elverta Joint Elementary	—	—	—	2,500	**2,500**
Sacramento	Folsom-Cordova Unified	—	—	—	157,500	**157,500**
Sacramento	Galt Joint Union High	—	—	13,750	51,250	**65,000**
Sacramento	Grant Joint Union High	82,500	—	161,250	72,500	**316,250**
Sacramento	Natomas Unified	8,750	—	3,750	—	**12,500**
Sacramento	North Sacramento Elementary	341,250	1,250	15,000	101,250	**458,750**
Sacramento	River Delta Joint Unified	—	—	42,500	—	**42,500**
Sacramento	Robla Elementary	161,250	—	3,750	60,000	**225,000**
Sacramento	Sacramento City Unified	1,241,250	6,250	552,500	525,000	**2,325,000**
Sacramento	San Juan Unified	30,000	—	—	—	**30,000**
San Benito	Hollister	—	—	—	61,250	**61,250**
San Bernardino	San Bernardino County Office of Education	—	—	—	2,500	**2,500**

County	Local Education Agency	2002–03	2003–04	2004–05	2005–06	Totals
San Bernardino	Adelanto Elementary	—	—	$115,000	—	**$ 115,000**
San Bernardino	Alta Loma Elementary	—	$ 20,000	12,500	$ 38,750	**71,250**
San Bernardino	Apple Valley Unified	$ 36,000	—	82,500	298,750	**417,250**
San Bernardino	Baker Valley Unified	—	—	1,250	—	**1,250**
San Bernardino	Barstow Unified	—	12,500	45,000	32,500	**90,000**
San Bernardino	Central Elementary	47,500	41,250	8,750	5,000	**102,500**
San Bernardino	Colton Joint Unified	—	—	310,000	718,750	**1,028,750**
San Bernardino	Cucamonga Elementary	—	—	8,750	—	**8,750**
San Bernardino	Etiwanda Elementary	191,250	198,750	198,750	225,000	**813,750**
San Bernardino	Fontana Unified	—	—	—	97,500	**97,500**
San Bernardino	Mountain View Elementary	21,250	21,250	21,250	—	**63,750**
San Bernardino	Ontario-Montclair Elementary	66,250	367,500	470,000	610,000	**1,513,750**
San Bernardino	Rialto Unified	170,000	91,250	228,750	228,750	**718,750**
San Bernardino	Rim of the World Unified	—	—	—	7,500	**7,500**
San Bernardino	San Bernardino City Unified	—	—	575,000	816,250	**1,391,250**
San Bernardino	Upland Unified	51,250	66,250	26,250	—	**143,750**
San Bernardino	Victor Valley Union High	31,250	—	12,500	33,750	**77,500**
San Diego	San Diego County Office of Education	712,500	—	7,500	221,250	**941,250**
San Diego	Alpine Union Elementary	—	—	1,250	10,000	**11,250**
San Diego	Bonsall Union Elementary	—	—	—	10,000	**10,000**
San Diego	Borrego Springs Unified	—	1,250	1,250	12,500	**15,000**
San Diego	Cajon Valley Union Elementary	—	67,500	101,250	108,750	**277,500**
San Diego	Carlsbad Unified	—	5,000	5,000	1,250	**11,250**
San Diego	Chula Vista Elementary	—	—	2,500	47,500	**50,000**
San Diego	Encinitas Union Elementary	—	10,000	16,250	—	**26,250**
San Diego	Escondido Union Elementary	—	28,750	97,500	100,000	**226,250**
San Diego	Fallbrook Union Elementary	—	5,000	—	12,500	**17,500**
San Diego	Fallbrook Union High	—	—	—	23,750	**23,750**
San Diego	Grossmont Union High	—	—	—	32,500	**32,500**
San Diego	Jamul-Dulzura Union Elementary	—	—	10,000	25,000	**35,000**
San Diego	La Mesa-Spring Valley	181,250	—	—	10,000	**191,250**
San Diego	Lakeside Union Elementary	—	—	—	5,000	**5,000**
San Diego	Lemon Grove Elementary	—	21,250	60,000	60,000	**141,250**
San Diego	Mountain Empire Unified	—	7,500	17,500	—	**25,000**
San Diego	National Elementary	—	—	17,500	10,000	**27,500**
San Diego	Oceanside Unified	—	—	—	125,000	**125,000**
San Diego	Ramona City Unified	—	18,750	18,750	58,750	**96,250**
San Diego	San Diego City Unified	5,986,250	372,500	1,050,000	1,198,750	**8,607,500**
San Diego	San Ysidro Elementary	—	17,500	28,750	56,250	**102,500**
San Diego	Santee Elementary	—	7,500	2,500	23,750	**33,750**
San Diego	South Bay Union Elementary	—	5,000	37,500	23,750	**66,250**
San Diego	Sweetwater Union High	—	21,250	228,750	193,750	**443,750**
San Diego	Vallecitos Elementary	—	1,250	—	—	**1,250**
San Diego	Valley Center-Pauma Unified	—	7,500	15,000	40,000	**62,500**
San Diego	Vista Unified	—	213,750	218,750	146,250	**578,750**
San Francisco	San Francisco Unified	—	—	201,250	536,250	**737,500**

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County	Local Education Agency	2002–03	2003–04	2004–05	2005–06	Totals
San Joaquin	San Joaquin County Office of Education	$ 7,500	—	—	—	**$ 7,500**
San Joaquin	Banta Elementary	12,500	—	—	—	**12,500**
San Joaquin	Escalon Unified	45,000	—	—	—	**45,000**
San Joaquin	Jefferson Elementary	—	$ 10,000	$ 21,250	$ 5,000	**36,250**
San Joaquin	Lammersville Elementary	—	—	—	10,000	**10,000**
San Joaquin	Lincoln Unified	—	100,000	83,750	—	**183,750**
San Joaquin	Lodi Unified	31,250	1,250	56,250	142,500	**231,250**
San Joaquin	Manteca Unified	—	353,750	465,000	132,500	**951,250**
San Joaquin	New Hope Elementary	12,500	—	1,250	2,500	**16,250**
San Joaquin	Ripon Unified	—	—	30,000	31,250	**61,250**
San Joaquin	Stockton Unified	1,363,750	—	—	—	**1,363,750**
San Joaquin	Tracy Joint Unified	—	26,250	20,000	276,250	**322,500**
San Luis Obispo	San Luis Obispo County Office of Education	115,000	—	—	—	**115,000**
San Luis Obispo	Atascadero Unified	118,750	—	—	—	**118,750**
San Luis Obispo	Lucia Mar Unified	91,250	—	—	—	**91,250**
San Luis Obispo	Paso Robles Joint Unified	279,000	—	—	—	**279,000**
San Luis Obispo	San Luis Coastal Unified	20,000	—	—	—	**20,000**
San Mateo	Belmont-Redwood Shores Elementary	—	—	23,750	2,500	**26,250**
San Mateo	Cabrillo Unified	—	—	—	6,250	**6,250**
San Mateo	Redwood City Elementary	22,500	3,750	33,750	—	**60,000**
San Mateo	San Mateo-Foster City Elementary	—	3,750	30,000	—	**33,750**
Santa Barbara	Santa Barbara County Office of Education	—	—	1,250	16,250	**17,500**
Santa Barbara	Cuyama Joint Unified	—	—	—	17,500	**17,500**
Santa Barbara	Goleta Union Elementary	—	—	—	17,500	**17,500**
Santa Barbara	Guadalupe Union Elementary	—	—	2,500	—	**2,500**
Santa Barbara	Lompoc Unified	—	—	—	253,750	**253,750**
Santa Barbara	Santa Barbara Elementary	82,500	—	—	2,500	**85,000**
Santa Barbara	Santa Barbara High	—	—	—	20,000	**20,000**
Santa Barbara	Santa Maria-Bonita Elementary	96,500	75,000	270,000	178,750	**620,250**
Santa Clara	Santa Clara County Office of Education	—	—	111,250	30,000	**141,250**
Santa Clara	Alum Rock Union Elementary	1,063,750	87,500	506,250	697,500	**2,355,000**
Santa Clara	Cupertino Union	10,500	—	8,000	—	**18,500**
Santa Clara	Franklin-McKinley Elementary	—	72,500	48,750	—	**121,250**
Santa Clara	Gilroy Unified	46,250	63,750	—	—	**110,000**
Santa Clara	Luther Burbank	36,250	—	—	—	**36,250**
Santa Clara	Moreland Elementary	—	—	—	26,250	**26,250**
Santa Clara	Mountain View-Whisman Elementary	—	27,500	11,250	8,750	**47,500**
Santa Clara	Mt. Pleasant Elementary	53,750	17,500	22,500	—	**93,750**
Santa Clara	Oak Grove Elementary	—	—	55,000	31,250	**86,250**
Santa Clara	San Jose Unified	21,250	1,250	10,000	155,000	**187,500**
Santa Clara	Sunnyvale Elementary	—	37,500	137,500	208,750	**383,750**
Santa Cruz	Santa Cruz County Office of Education	—	56,250	27,500	—	**83,750**
Santa Cruz	Pajaro Valley Unified	288,750	53,750	158,750	213,750	**715,000**
Santa Cruz	Santa Cruz City High	—	—	—	18,750	**18,750**
Shasta	Shasta County Office of Education	—	—	—	10,000	**10,000**
Shasta	Columbia Elementary	—	—	10,000	27,500	**37,500**

County	Local Education Agency	2002–03	2003–04	2004–05	2005–06	Totals
Shasta	Enterprise Elementary	—	—	—	$ 2,500	**$ 2,500**
Shasta	Fall River Joint Unified	—	—	$ 7,500	8,750	**16,250**
Shasta	Gateway Unified	—	—	—	1,250	**1,250**
Shasta	Grant Elementary	—	—	—	1,250	**1,250**
Shasta	Happy Valley Union Elementary	—	—	16,250	—	**16,250**
Shasta	Junction Elementary	—	—	—	3,750	**3,750**
Shasta	Millville Elementary	—	—	—	1,250	**1,250**
Shasta	Mountain Union Elementary	—	—	—	3,750	**3,750**
Shasta	Oak Run Elementary	—	—	2,500	1,250	**3,750**
Shasta	Shasta Union High	—	—	—	2,000	**2,000**
Shasta	Whitmore Union Elementary	—	—	1,250	3,750	**5,000**
Sierra	None	—	—	—	—	**—**
Siskiyou	Siskiyou County Office of Education	—	—	—	1,250	**1,250**
Siskiyou	Butte Valley Unified	—	—	—	2,500	**2,500**
Siskiyou	Delphic Elementary	—	$ 1,250	—	—	**1,250**
Siskiyou	Etna Union Elementary	—	—	—	1,250	**1,250**
Siskiyou	Fort Jones Union Elementary	—	—	5,000	—	**5,000**
Siskiyou	Grenada Elementary	—	—	—	1,250	**1,250**
Siskiyou	Hornbrook Elementary	—	—	—	1,250	**1,250**
Siskiyou	Junction Elementary	—	2,500	—	—	**2,500**
Siskiyou	Siskiyou Union High	—	—	—	6,250	**6,250**
Siskiyou	Yreka Union Elementary	—	—	—	2,500	**2,500**
Siskiyou	Yreka Union High	—	—	—	2,500	**2,500**
Solano	Dixon Unified	$ 10,000	—	—	—	**10,000**
Solano	Fairfield-Suisun Unified	—	—	86,250	185,000	**271,250**
Solano	Vacaville Unified	168,750	—	—	43,750	**212,500**
Solano	Vallejo City Unified	97,500	—	16,250	46,250	**160,000**
Sonoma	Alexander Valley Union Elementary	—	—	—	6,250	**6,250**
Sonoma	Bellevue Union Elementary	21,250	—	26,250	60,000	**107,500**
Sonoma	Cotati-Rohnert Park Unified	13,750	—	—	—	**13,750**
Sonoma	Dunham Elementary	10,000	—	—	—	**10,000**
Sonoma	Gravenstein Union Elementary	13,750	2,500	3,750	—	**20,000**
Sonoma	Guerneville Elementary	2,000	—	—	—	**2,000**
Sonoma	Horicon Elementary	—	—	—	1,250	**1,250**
Sonoma	Mark West Union Elementary	48,750	—	—	—	**48,750**
Sonoma	Old Adobe Union Elementary	—	—	3,750	13,750	**17,500**
Sonoma	Petaluma Joint Union High	—	—	—	7,500	**7,500**
Sonoma	Piner-Olivet Union Elementary	87,500	—	—	—	**87,500**
Sonoma	Rincon Valley Union Elementary	—	—	—	16,250	**16,250**
Sonoma	Roseland Elementary	12,000	—	88,750	10,000	**110,750**
Sonoma	Santa Rosa Elementary	61,250	37,500	145,000	138,750	**382,500**
Sonoma	Santa Rosa High	—	—	—	61,250	**61,250**
Sonoma	Two Rock Union Elementary	5,000	—	—	—	**5,000**
Sonoma	Waugh Elementary	4,000	—	—	—	**4,000**
Sonoma	Windsor Unified	175,000	—	—	—	**175,000**
Stanislaus	Ceres Unified	—	—	203,750	228,750	**432,500**

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County	Local Education Agency	2002–03	2003–04	2004–05	2005–06	Totals
Stanislaus	Chatom Union Elementary	$21,250	—	—	$ 5,000	**$ 26,250**
Stanislaus	Denair Unified	53,000	—	—	—	**53,000**
Stanislaus	Empire Union Elementary	—	—	$ 53,750	8,750	**62,500**
Stanislaus	Hart-Ransom Union Elementary	—	—	2,500	25,000	**27,500**
Stanislaus	Hughson Unified	—	—	10,000	50,000	**60,000**
Stanislaus	Keyes Union	—	—	5,000	—	**5,000**
Stanislaus	Modesto City Elementary	—	—	—	377,500	**377,500**
Stanislaus	Newman-Crows Landing Unified	—	—	11,250	28,750	**40,000**
Stanislaus	Paradise Elementary	—	$ 2,500	3,750	1,250	**7,500**
Stanislaus	Patterson Joint Unified	—	17,500	16,250	32,500	**66,250**
Stanislaus	Riverbank Unified	—	—	—	93,750	**93,750**
Stanislaus	Salida Union Elementary	50,000	—	21,250	25,000	**96,250**
Stanislaus	Stanislaus Union Elementary	—	—	10,000	60,000	**70,000**
Stanislaus	Sylvan Union Elementary	—	—	72,500	117,500	**190,000**
Stanislaus	Turlock Joint Union Elementary	—	137,500	—	—	**137,500**
Stanislaus	Turlock Unified	—	—	—	38,750	**38,750**
Stanislaus	Waterford Unified	—	—	—	33,750	**33,750**
Sutter	Sutter County Office of Education	—	—	13,750	5,000	**18,750**
Sutter	Brittan Elementary	—	—	23,750	21,250	**45,000**
Sutter	Browns Elementary	—	—	7,500	7,500	**15,000**
Sutter	Franklin Elementary	—	—	—	25,000	**25,000**
Sutter	Marcum-Illinois Union Elementary	—	—	2,500	6,250	**8,750**
Sutter	Meridian Elementary	—	—	—	5,000	**5,000**
Sutter	Yuba City Unified	38,750	—	107,500	171,250	**317,500**
Tehama	Tehama County Office of Education	—	—	—	5,000	**5,000**
Tehama	Antelope Elementary	—	—	6,250	8,750	**15,000**
Tehama	Corning Union Elementary	3,500	—	35,000	36,250	**74,750**
Tehama	Corning Union High	—	—	—	2,500	**2,500**
Tehama	Flournoy Union Elementary	—	—	—	2,500	**2,500**
Tehama	Gerber Union Elementary	—	—	—	5,000	**5,000**
Tehama	Kirkwood Elementary	—	—	—	1,250	**1,250**
Tehama	Los Molinos Unified	500	—	—	—	**500**
Tehama	Plum Valley Elementary	—	—	2,500	—	**2,500**
Tehama	Red Bluff Union Elementary	5,000	—	—	13,750	**18,750**
Tehama	Richfield Elementary	—	—	—	2,500	**2,500**
Trinity	Trinity County Office of Education	—	—	—	2,500	**2,500**
Trinity	Burnt Ranch Elementary	5,000	—	—	—	**5,000**
Trinity	Cox Bar Elementary	—	—	2,500	—	**2,500**
Trinity	Douglas City Elementary	—	—	—	1,250	**1,250**
Trinity	Lewiston Elementary	—	—	8,750	7,500	**16,250**
Trinity	Mountain Valley Unified	—	2,500	1,250	—	**3,750**
Trinity	Southern Trinity Joint Unified	—	—	1,250	—	**1,250**
Trinity	Trinity Center Elementary	—	—	—	1,250	**1,250**
Trinity	Weaverville Elementary	—	2,500	5,000	1,250	**8,750**
Tulare	Tulare County Office of Education	18,000	100,000	251,250	308,750	**678,000**
Tulare	Burton Elementary	43,750	—	—	—	**43,750**

County	Local Education Agency	2002–03	2003–04	2004–05	2005–06	Totals
Tulare	Dinuba Unified	—	—	$ 3,750	$ 52,500	**$ 56,250**
Tulare	Exeter Union Elementary	—	$ 35,000	—	—	**35,000**
Tulare	Exeter Union High	—	22,500	—	—	**22,500**
Tulare	Liberty Elementary	—	—	—	1,250	**1,250**
Tulare	Lindsay Unified	—	—	101,250	27,500	**128,750**
Tulare	Pixley Union Elementary	—	—	87,500	—	**87,500**
Tulare	Porterville Unified	$ 101,250	—	—	—	**101,250**
Tuolumne	Big Oak Flat-Groveland Unified	—	—	5,000	6,250	**11,250**
Tuolumne	Soulsbyville Elementary	—	5,000	18,750	—	**23,750**
Tuolumne	Twain Harte-Long Barn Union Elementary	—	—	—	3,750	**3,750**
Ventura	Conejo Valley Unified	—	—	55,000	7,500	**62,500**
Ventura	Hueneme Elementary	—	—	55,000	161,250	**216,250**
Ventura	Moorpark Unified	11,250	10,000	—	—	**21,250**
Ventura	Ocean View Elementary	—	—	47,500	—	**47,500**
Ventura	Ojai Unified	—	7,500	17,500	5,000	**30,000**
Ventura	Oxnard Elementary	93,750	—	—	396,250	**490,000**
Ventura	Oxnard Union High	27,500	—	38,750	—	**66,250**
Ventura	Pleasant Valley	50,000	—	10,000	—	**60,000**
Ventura	Rio Elementary	—	—	2,500	215,000	**217,500**
Ventura	Santa Paula Elementary	—	—	122,500	—	**122,500**
Ventura	Simi Valley Unified	56,250	—	—	—	**56,250**
Ventura	Somis Union	—	—	2,500	1,250	**3,750**
Ventura	Ventura Unified	—	—	5,000	197,500	**202,500**
Yolo	Davis Joint Unified	—	—	—	50,000	**50,000**
Yolo	Washington Unified	327,500	42,500	103,750	128,750	**602,500**
Yolo	Winters Joint Unified	—	—	5,000	1,250	**6,250**
Yolo	Woodland Joint Unified	21,250	178,750	357,500	116,250	**673,750**
Yuba	Marysville Joint Unified	31,250	60,000	83,750	178,750	**353,750**
Yuba	Plumas Elementary	—	—	3,750	—	**3,750**
	Total	**$43,949,750**	**$ 7,745,000**	**$26,621,750**	**$ 34,294,500**	**$112,611,000**
	Cumulative Total	**$43,949,750**	**$51,694,750**	**$78,316,500**	**$112,611,000**	

Source: Department of Education's CALSTARS accounting records.

* In two instances, dollar amounts are negative because the school districts returned program funds to Education.

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APPENDIX B

Certain School Districts Chose Not to Respond to Our Surveys

As described in the Scope and Methodology section of this report, we surveyed 100 school districts that received program funds through fiscal year 2004–05 and 100 school districts that did not receive funding during that period. For those wishing to understand why certain districts chose not to respond to our surveys, Table B provides a listing of those school districts along with contact information.

TABLE B

School Districts That Did Not Respond to Our Surveys

School District	County	Contact	Telephone
Participant Survey			
Alvord Unified	Riverside	Gena Simpson	951-509-5055
Bonita Unified	Los Angeles	Marla Humphrey	909-971-8340
Chico Unified	Butte	W. Alan Stephenson	530-891-3000
Merced City Elementary	Merced	Nanette Rahilly	209-385-6671
Middletown Unified	Lake	Terri Malvino	707-987-4100
Oakland Unified	Alameda	Heidi Boley	510-879-8272
Oceanside Unified	San Diego	Kim Cooley	760-757-2560
Oxnard Elementary	Ventura	Diane Wallace	805-487-3918
Salinas City Elementary	Monterey	Donna Alonza Vaughan	831-784-2201
Victor Valley Union High	San Bernardino	Debra Clark	760-955-3200
Nonparticipant Survey			
Bear Valley Unified	San Bernardino	Allan J. Pelletier	909-866-4631
Beaumont Unified	Riverside	Barry Kayrell	951-845-1631
Bellflower Unified	Los Angeles	Rick Kemppainen	562-866-9011
Brea-Olinda Unified	Orange	Tim Harvey	714-990-7800
Death Valley Unified	Imperial	Jim Copeland	760-852-4303
El Rancho Unified	Los Angeles	Norbert Genis	562-942-1500
Fontana Unified	San Bernardino	Charles D. Milligan	909- 357-5000
Fremont Union High	Santa Clara	Stephen R. Rowley	408-522-2200
Fresno Unified	Fresno	Michael E. Hanson	559-457-3000
Fullerton Joint Union High	Orange	George J. Giokaris	714-870-2800
Huntington Beach Union High	Orange	Van W. Riley	714-903-7000
Le Grand Union High	Merced	George Hinds	209-389-9403

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School District	County	Contact	Telephone
Panama-Buena Vista Union Elementary	Kern	Douglas J. Miller	661-831-8331
Pleasanton Unified	Alameda	John M. Casey	925-462-5500
Poway Unified	San Diego	Donald A. Phillips	858-748-0010
Riverside Unified	Riverside	Susan J. Rainey	951-788-7134
Santa Maria Joint Union High	Santa Barbara	Jeffrey Hearn	805-922-4573
Santa Rosa High	Sonoma	Sharon Liddell	707-528-5181
Stockton City Unified	San Joaquin	Jack McLaughlin	209-933-7025
Val Verde Unified	Riverside	C. Fred Workman	951-940-6100

Sources: Bureau of State Audits' records of school districts that did not respond to our surveys.

Note: In sending our surveys to 100 participating school districts, we inadvertently sent a survey to one district that had not actually participated in the program. Thus, there are 10 districts instead of 11 listed here.

APPENDIX C

Counties With Relatively Large or Small Numbers of Eligible Teachers Appear Equally Capable of Accessing Program Services

The Joint Legislative Audit Committee asked us to determine whether there is a geographic disparity in the availability of professional development providers that limits teachers' access to the services provided by the program. To evaluate the extent to which any potential disparity exists, we calculated the amount of cash payments made per eligible teacher, grouped by county, to assess whether counties with large numbers of eligible teachers received a greater proportional share of program funding.

Figure C on the following page shows the cash payments the Department of Education made per eligible teacher in each county. Table C beginning on page 53 provides the data used to perform our calculations, arranged into three tiers based on the number of eligible teachers in each county—greater than 5,000, from 1,000 to 5,000, or less than 1,000—and indicates whether each county exceeded or fell below the statewide average of $283.

FIGURE C

Program Funding Per Eligible Teacher for Each County

Sources: Department of Education's CALSTARS accounting records. Department of Education's listing of eligible teachers as of January 2006 (unaudited).

TABLE C

Listing of Program Dollars Per Eligible Teacher Paid to Each County, Grouped by Number of Teachers Fiscal Years 2002–03 Through 2005–06

County	Total Program Payments	Number of Eligible Teachers	Amount Per Teacher
More than 5,000 eligible teachers			
Alameda	$7,071,250	13,602	$520
Sacramento	6,883,750	15,275	451
San Diego	12,185,000	31,113	392
San Joaquin	3,241,250	8,833	367
Contra Costa	3,316,250	10,585	313
Los Angeles	34,076,250	108,870	313
Stanislaus	1,818,000	6,731	270
San Bernardino	6,664,750	25,795	258
Riverside	6,083,750	23,749	256
Santa Clara	3,607,250	16,510	218
Orange	5,840,250	30,542	191
Tulare	1,154,250	6,119	189
Ventura	1,596,250	8,975	178
Fresno	1,802,500	12,491	144
Kern	1,255,000	10,918	115
San Mateo	126,250	5,869	22
Between 1,000 and 5,000 eligible teachers			
Yolo	1,332,500	1,987	671
Imperial	1,526,500	2,432	628
Monterey	2,017,500	4,660	433
Madera	753,750	1,778	424
Merced	1,448,750	3,710	390
Santa Cruz	817,500	2,131	384
Sutter	435,000	1,136	383
San Luis Obispo	624,000	2,306	271
Santa Barbara	1,034,000	4,390	236
Sonoma	1,076,750	4,614	233
San Francisco	737,500	3,796	194
Kings	327,500	1,700	193
Mendocino	188,750	1,013	186
Napa	203,750	1,128	181
Butte	365,000	2,185	167
Solano	653,750	4,541	144
Placer	431,250	3,780	114
Humboldt	89,750	1,302	69
Shasta	104,500	1,784	59
Marin	100,000	2,003	50
El Dorado	18,750	1,714	11

continued on next page

County	Total Program Payments	Number of Eligible Teachers	Amount Per Teacher
Less than 1,000 eligible teachers			
Colusa	$ 155,000	316	$491
Lake	332,000	679	489
Yuba	357,500	858	417
Del Norte	111,250	280	397
Modoc	36,250	150	242
Trinity	42,500	177	240
Nevada	155,000	742	209
Glenn	81,250	416	195
Tehama	130,250	741	176
Calaveras	37,500	408	92
San Benito	61,250	771	79
Plumas	15,000	194	77
Tuolumne	38,750	508	76
Lassen	21,250	348	61
Siskiyou	27,500	516	53
Alpine	0	19	0
Amador	0	335	0
Inyo	0	220	0
Mariposa	0	178	0
Mono	0	148	0
Sierra	0	55	0
Statewide Totals	**$112,611,000**	**398,126**	**$283**

Sources: Department of Education's CALSTARS accounting records. Department of Education's listing of eligible teachers as of January 2006 (unaudited).

Above statewide average

Below statewide average

APPENDIX D

The Department of Education Can Improve the Data It Collects on Teacher Participation in the Program

According to Chapter 524, Statutes of 2006, the Department of Education (Education) is responsible for providing the Legislature with information on the number of teachers that have received program training. We noted earlier in this report that Education's current data collection process relies on the funding request forms submitted by school districts, which provide counts of teachers who have attended, but not necessarily completed, the program's training.

In order to collect more meaningful information on the number of teachers completing training, we believe Education should modify the funding request form used by school districts, seeking information on the number of current teachers having completed the program for their current teaching assignments. One of the many possible ways Education could collect this information would be to use the format presented in Figure D on the following page, which is the one we used to obtain data from the participating school districts we surveyed. Although adopting this approach will not result in information on all teachers completing training since some training is funded outside of the program, it nevertheless represents an improvement because it provides a way for school districts that are participating in the program to report an unduplicated count of their current teachers who have completed the training and a count of eligible teachers who have yet to complete the training. We also acknowledge that additional guidance may be warranted to the extent that districts use one funding source to pay for the first 40 hours of training and another to pay for the last 80 hours.

FIGURE D

Question 2 From Participant Survey

Instructions: Please complete the table below based on the status of your AB 466-eligible teachers as of June 30, 2006. Any teacher should not be counted more than once on this table.

For example: If a teacher provides instruction in 2nd and 3rd grade math, but only completes 120 hours of AB 466 training for the 2nd grade textbook, then do not include this teacher on line 3A.

Definitions:
Assignments— A combination of grade level and instructional material (text) used in the classroom.
High Priority Schools—A school ranked in the bottom half of all schools based on the Academic Performance Index (API) per Education Code, Section 52056.

	AB 466 Math-Eligible Teachers (eligible for math training only)	**YOUR DISTRICT**			**EXAMPLE**		
1A	Number of Eligible Teachers (TOTAL)	0			30		
2A	Number of Eligible Teachers in High Priority Schools	0			15		
3A	Number teachers (from line 1A) who completed entire 120 hours of AB 466 training. (for all 2005–06 math assignments)	0			20		
4A	***Paid by AB 466 funds (or seeking reimbursement)***				15		
5A	Assigned to "High Priority" schools (per EC 52056)					10	
6A	Not assigned to "High Priority" Schools					5	
7A	***Paid by non-AB 466 funds (local, federal, etc)***				5		
8A	Assigned to "High Priority" schools (per EC 52056)					3	
9A	Not assigned to "High Priority" Schools					2	
10A	Sum of teachers receiving 120 hours of training (should agree with "line 3A" above for this section)		0	0		20	20
	AB 466 Reading-Eligible Teachers (eligible for reading training only)						
1B	Number of Eligible Teachers (TOTAL)	0			60		
2B	Number of Eligible Teachers in High Priority Schools	0			35		
3B	Number of teachers (from line 1B) who completed entire 120 hours of AB 466 training (for all 2005–06 reading assignments)	0			45		
4B	***Paid by AB 466 funds (or seeking reimbursement)***				30		
5B	Assigned to "High Priority" schools (per EC 52056)					20	
6B	Not assigned to "High Priority" Schools					10	
7B	***Paid by non-AB 466 funds (local, federal, etc)***				15		
8B	Assigned to "High Priority" schools (per EC 52056)					10	
9B	Not assigned to "High Priority" Schools					5	
10B	Sum of teachers receiving 120 hours of training (should agree with "line 3B" above for this section)		0	0		45	45
	AB 466 Math & Reading Eligible Teachers (eligible for both math and reading training) (such as multiple subject teachers, special education instructors, etc.)						
1C	Number of Eligible Teachers (TOTAL)	0			100		
2C	Number of Eligible Teachers in High Priority Schools	0			70		
3C	Number of teachers (from line 1C) who completed entire 120 hours of AB 466 training. (for all 2005-06 math and reading assignments)	0			80		
4C	***Paid by AB 466 funds (or seeking reimbursement)***				70		
5C	Assigned to "High Priority" schools (per EC 52056)					50	
6C	Not assigned to "High Priority" Schools					20	
7C	***Paid by non-AB 466 funds (local, federal, etc)***				10		
8C	Assigned to "High Priority" schools (per EC 52056)					8	
9C	Not assigned to "High Priority" Schools					2	
10C	Sum of teachers receiving 120 hours of training (should agree with "line 3C" above for this section)		0	0		80	80

Source: Bureau of State Audits' survey of school districts that participated in the program through fiscal year 2004–05.

Agency Comments provided as text only

California Department of Education
1430 N Street
Sacramento, CA 95814-5901

November 14, 2006

Elaine M. Howle, State Auditor
Bureau of State Audits
555 Capitol Mall, Suite 300
Sacramento, California 95814

Dear Ms. Howle: **Audit No. 2005-133**

This is the California Department of Education's (CDE) response to the recommendations in the Bureau of State Audits (BSA) draft audit report titled, *Department of Education: Its Mathematics and Reading Professional Development Program Has Trained Fewer Teachers Than Originally Expected.*

Recommendation #1:

To remove a barrier to increased teacher participation in the program, Education should explore opportunities to expedite its payment process to school districts. One such opportunity would be to seek legislation authorizing Education to approve the annual certifications submitted by school districts, instead of waiting for Board of Education (board) approval, thus removing any payment delay caused by the need to wait for the next board meeting.

CDE's Response:

Education Code, Section 99234(g) states " . . . funding may not be provided to a local educational agency until the State Board of Education approves the agency's certified assurance submitted pursuant to Section 99237." To reduce the time involved in approving the annual certifications submitted by school districts, the requirements of Education Code Section 99234(g) would need to be amended. The CDE will explore seeking legislation that will authorize the CDE to approve the annual certifications submitted by school districts.

Recommendation #2

To ensure that all school districts are aware of the program and that as many teachers participate in the program as possible, Education should conduct annual outreach activities to all school districts. A component of such an outreach program should include directly informing each school district of the amount of funding for which it is eligible each year.

CDE's Response:

The CDE will continue to provide vital Mathematics and Reading Professional Development Program (MRPDP) information on CDE's Internet web site, including the program information pages, frequently asked questions, lists of eligible teachers for training by individual districts, and list of training providers. Information regarding the MRPDP is also provided through a variety of other available resources, including the Internet (AB 466 web site) and county offices of education meetings.

To further encourage districts to participate in the program, the CDE will work with the board to develop an outreach plan. This plan will include annual letters to districts about the MRPDP, changes mandated by new legislation, and the available funding for the fiscal year. However, the CDE believes that the current participation level in the MRPDP is also attributable to other circumstances beyond the CDE's control. For example, competing use of a teacher's available time, or lack of interest in professional development by the administrators and/or teachers, may contribute to lower participation levels in the multitude of professional development programs, including the MRPDP.

Recommendation #3

To ensure that required compliance audits are occurring, Education should take steps to ensure that the program's compliance requirements are included in audit guides related to the annual audits of school districts.

CDE's Response:

The CDE has drafted the necessary program compliance requirements for consideration by the State Controller's Office and Education Audit Appeals Panel for inclusion in the audit guide that is used by independent certified public accountants to conduct annual audits of schools districts.

If you have any questions regarding the CDE's response to the BSA draft audit report, please contact Judy Kong, Audit Response Coordinator, Audits and Investigations Division, at (916) 445-6815, or by email at jkong@cde.ca.gov.

Sincerely,

(Signed by: Gavin Payne)

GAVIN PAYNE
Chief Deputy Superintendent of Public Instruction

Agency Comments provided as text only

California State Board of Education
1430 N Street, Suite 5111
Sacramento, CA 95814

November 14, 2006

Elaine M. Howle
State Auditor
Bureau of State Audits
555 Capitol Mall, Suite 300
Sacramento, CA 95814

Dear Ms. Howle:

Thank you for the opportunity to review and comment on your recommendation dealing with contract administration of the Mathematics and Reading Professional Development Program. Our response is attached.

We appreciated the professionalism of your staff as they conducted the audit and in their presentation of your findings and recommendation to us.

Sincerely,

(Signed by: Roger Magyar)

Roger Magyar
Executive Director

Attachment

Response to State Auditor

AB 466 Contract Administration

Recommendation: To ensure that it does not expose the State to potential liability for work performed before the contract is approved, the board should ensure that it obtains the Department of General Services' approval of its contracts and amendments before the start of the contract period and before contractors begin work.

The findings of the State Audit Bureau regarding the contract administration actions at the outset of the implementation of the Mathematics and Reading Professional Development Program, under the provisions of AB 466 (Chpt. 737, Statutes of 2001), cited initiation of contract activities prior to approval by the Department of General Services. This exposed the State to potential liability, should for some reason the contract not have been executed.

While none of the current SBE members or staff was engaged in any activities related to the initial implementation of the AB 466 Program, current staff interpreted the premature initiation of contract activities with a local educational agency, the Sacramento County Office of Education (SCOE), as a reaction to significant pressure to roll out the program as rapidly as possible. This was necessary to develop and provide relevant professional development statewide to compliment the other key aspects of school reform underway at the same time. SCOE fully understood the implications of potential contract denial, but, along with the state faced key deadlines looming in the then near future.

Since that time, the CDE Contracts and Purchasing Services Office has implemented procedures to help alleviate the processing and execution of late contracts. Specifically, the Office requires program staff to submit Contract Request Forms 60 days prior to the start date of the contract. Additionally, DGS Office of Legal Services issued an Administrative Order on the general policy regarding timely submission of contracts. Contracts submitted after the start date will only be accepted by DGS Office of Legal Services under the following circumstances:

1) Emergency services
2) Contract with another governmental entity, and an action or inaction of that governmental entity delayed timely processing of the contract or amendment by the State
3) Contract is an Interagency Agreement
4) Contract provides local assistance
5) Judicial Order
6) Consulting services whereby services appeared reasonably necessary but time did not permit the obtaining of prior formal approval

These procedural revisions are having a profound effect on eliminating late contracts.

cc: Members of the Legislature
Office of the Lieutenant Governor
Milton Marks Commission on California State Government Organization and Economy
Department of Finance
Attorney General
State Controller
State Treasurer
Legislative Analyst
Senate Office of Research
California Research Bureau
Capitol Press